International Criminal Tribunal, which was assembled to prosecute those responsible for the genocide BHR/FFP provided 21,600 MT of P.L. 480 Title II emergency food assistance, valued at more than $12.2 million. State/PRM assistance to Rwanda in FY 1999, which totaled $13.9 million, provided emergency relief to refugees. State/PRM provided $8.8 million to support ICRC activities and contributed $4.5 million to UNHCR initiatives. In addition, State/PRM provided $603,074 in assistance through support to ARC, CRS, and IRC.

BHR/OFDA Assistance $3,334,034
Other USG Assistance $26,835,484
Total USG Assistance $30,169,518

Sierra Leone
Complex Emergency

Since 1991, Sierra Leone has suffered through a civil crisis that has claimed more than 20,000 lives. The conflict has devastated every aspect of civil society and has left Sierra Leone as one of the least developed countries in the world, with an average life expectancy of only 37 years. During FY 1999, clashes continued in northern and eastern Sierra Leone between factional forces–consisting primarily of the Revolutionary United Front (RUF)–and forces allied with the Government of Sierra Leone (GOSL), including the Economic Community of West African States' Military Observer Group (ECOMOG). Insurgents conducted a campaign of deliberate terror that they termed "Operation No Living Thing," burning villages, mutilating civilians, and ambushing convoys.

The crisis deepened in late December 1998, when rebels captured a string of towns in the north, including the northern provincial center, Makeni. On January 6, 1999, insurgents invaded Freetown, Sierra Leone's capital, forcing residents in eastern parts of the city and thousands of other civilians to flee to the city center. The fighting in Freetown left residents without access to food, potable water, and basic utility services. In addition, NGOs and the U.N. were forced to evacuate most of their expatriate personnel from Freetown to Conakry, in neighboring Guinea.

At the end of January 1999, after weeks of heavy fighting, ECOMOG regained control of Freetown. However, between January and April 1999, fighting killed an estimated 5,000 people and displaced between 700,000 and one million people. On May 18, the warring parties signed a cease-fire agreement that guaranteed safe and unhindered humanitarian access throughout Sierra Leone, although insecurity continued to be a major concern. Peace talks culminated in Lome, Togo on July 7 with a power sharing agreement that gave factional leaders a major role in the GOSL. Following the signing of the Lome Accord, security problems continued, including attacks on humanitarian convoys and abductions of U.N. observers, aid workers, journalists, and other civilians.

In response to the needs of those adversely affected by the ongoing crisis in Sierra Leone, U.S. Chargé d'Affaires Tibor P. Nagy Jr. redeclared a disaster for FY 1999 on October 14, 1998. BHR/OFDA initially programmed grants in FY 1999 to respond to the ongoing complex emergency; however, with the siege of Freetown, BHR/OFDA authorized its grantees to redirect existing programs.

On January 13, BHR/OFDA deployed an assessment team headed by its Monrovia-based EDRC to Conakry, Guinea. The EDRC worked with international relief organizations to determine needs, coordinate an appropriate response, and facilitate the delivery of BHR/OFDA-provided relief commodities to Conakry by air and onward to Freetown by sea. BHR/OFDA maintained its presence in Conakry until May 6, 1999. Following the signing of the Lome Accord, BHR/OFDA programmed additional grants to allow its existing partners to expand into previously inaccessible areas.

During FY 1999, BHR/OFDA provided more than $13.8 million in emergency relief assistance to Sierra Leone. CARE received nearly $1.7 million to distribute non-food emergency items, including seeds and tools and emergency shelter kits. CRS received $1.5 million to address food security and health issues. WVUS received more than $1.8 million to provide technical assistance, fund a seeds and tools program, and implement an emergency

agriculture program in the Kono District of Eastern Province Africare addressed emergency health and agriculture needs in the eastern and southern provinces with $830,000 provided by BHR/OFDA. ACF received nearly $1.9 million to meet health, nutrition, and water/sanitation needs in Freetown. BHR/OFDA provided MERLIN with $1.4 million for emergency health and nutrition programs in Freetown and Kenema. MSF/B received $320,590 from BHR/OFDA for the emergency distribution of non-food relief items to 20,000 IDPs.

BHR/OFDA also contributed to the U.N.'s efforts through grants totaling nearly $3.5 million to UNOCHA, UNICEF, and WFP. U.N. activities funded by BHR/OFDA included the establishment of UNOCHA's humanitarian assistance coordination unit, a health and water/sanitation program by UNICEF, and support for WFP helicopter operations for assessments and humanitarian transport. In addition, BHR/OFDA provided and transported 2.1 million sq. ft. of plastic sheeting and 50,000 blankets, at a cost of $700,000.

BHR/FFP provided 22,410 MT of P.L. 480 Title II emergency food aid totaling $16.1 million. BHR/OTI provided $680,336 in support of civil society for peace-building through 232 small grants, including support for civil society observers and for a technical team sent to the Lome peace talks. USAID's Bureau for Africa funded a $1.5 million children's tracing and support network. Through regional grants to ICRC and UNHCR, State/PRM provided $1.3 million in support to Sierra Leonean refugees in Guinea.

BHR/OFDA Assistance $13,875,085
Other USG Assistance $19,595,036
Total USG Assistance $33,470,121

Somalia

Complex Emergency

A complex emergency continued during FY 1999 for the eighth consecutive year in Somalia Since the fall of Said Barre's dictatorship in 1991, Somalia has lacked a central government and been racked by conflict among its various clans.

Throughout FY 1999, attacks and counterattacks, burnings and lootings of villages, destruction of food storage pits, and targeting of displaced communities characterized the Juba, Bay, and Bakol regions of the country. Tension remained high in the southern city of Kismayo, where fierce inter-clan and factional fighting broke out for control of the town.

In addition, food insecurity arose with the failure of the 1999 main *gu* season harvest, caused by insufficient rains. Although the production of staple food grains varied considerably across areas, overall production was constrained by massive population movements and severe bird, pest, and rodent attacks that destroyed the sorghum crops in the sorghum-producing belt. Inaccessibility to major ports coupled with insecurity along major road routes further exacerbated food insecurity, as transportation costs and market prices increased. In addition to fighting and food insecurity, Somalis also lacked access to health care and sufficient water supplies.

Estimates of those affected by the fighting and food insecurity included 730,000 people in Bay, Bakol, and part of Gedo; 83,000 in Hiraan; 193,000 in Lower Shabelle; and 160,000 in Lower Juba. According to the U.S. Embassy in Nairobi, an estimated 170,000 Somalis were IDPs, mainly in camps in Mogadishu; another 455,000 were living in the neighboring countries of Kenya, Ethiopia, Yemen, and Djibouti. U.S. Ambassador to Kenya Prudence Bushnell redeclared a disaster for FY 1999 on October 1, 1998, due to Somalia's ongoing civil strife and population displacements.

In FY 1999, humanitarian assistance efforts were complicated by both fighting and the closure of the Kenyan border with Somalia. Fighting became particularly intense in March, increasing the security risk for humanitarian assistance workers and IDPs. Five aid workers, including an American, were killed in Somalia in FY 1999. In August, Kenyan President Daniel Arap Moi closed the Kenyan border with Somalia in order to halt the flow of arms and to control the influx of refugees and tax-free goods from Somalia. The border closure with Kenya prevented the ground transport of food aid and created other logistical difficulties for the estimated 150 NGOs and U.N. agencies providing humanitarian

assistance in Somalia. After long discussions, the Kenyan Ministry of Foreign Affairs granted one-month clearances to WFP and the European Community Humanitarian Office for their humanitarian airlifts.

During FY 1999, BHR/OFDA provided nearly $6 million to NGOs and U.N. agencies to support health, water, agricultural, and logistical activities, as well as mitigation efforts in Somalia. BHR/OFDA-funded health programs in southern, central, and northeast Somalia included grants to UNICEF and IMC to work in the Bay, sections of Bakol, and Hiraan regions to respond to the health needs of the population, including IDPs. BHR/OFDA funded NPA, UNICEF, and the Adventist Development and Relief Agency (ADRA) water rehabilitation projects to mitigate drought effects on vulnerable populations in northeast Somalia. In addition, BHR/OFDA funded ACF to provide water and sanitation services to IDPs in Mogadishu. In response to the U.N. FAO appeal, BHR/OFDA funded seed distribution and multiplication efforts valued at $535,459 in southern Somalia.

Vulnerable residents in Thiet, Sudan receive food and non-food relief supplies from a World Vision program that was jointly funded by BHR/OFDA and BHR/FFP (photo by Ted Maly, BHR/OFDA).

BHR/FFP provided 16,000 MT of P.L. 480 Title II emergency food commodities, valued at more than $9.9 million, to CARE to support food-for-work programs. USAID/Somalia obligated an estimated $1.5 million for assistance activities. State/PRM provided an estimated $600,000 to IRC and SCF for micro-credit and agricultural support programs, as well as $5 million to UNHCR for refugee reintegration efforts.

BHR/OFDA Assistance $5,850,867
Other USG Assistance (estimated) $17,039,000
Total USG Assistance $22,889,867

Sudan

Complex Emergency

Armed conflict continued for the sixteenth year between the Government of Sudan (GOS) and southern and northern opposition movements operating under the umbrella of the National Democratic Alliance (NDA), as well as between southern opposition groups. While drought conditions improved in FY 1999, more than two million people in the Bahr el Gazal and Upper Nile regions of the south and Kassala in the north continued to require food and non-food assistance. On October 7, 1998, U.S. Chargé d'Affaires Donald G.Teitelbaum redeclared a disaster due to the effects of the ongoing civil war and drought on the estimated 4.5 million IDPs in Sudan.

During FY 1999, the Sudanese People's Liberation Army and Movement (SPLA/M) continued efforts to capture essential GOS-held areas in Blue Nile State and the Roseires Dam at Damazin, which provides most of Khartoum's electricity. The GOS maintained control of many major towns in the south, while the SPLA/M controlled most of the Equatoria and Bahr el Ghazal regions, portions of the Upper Nile and Southern Blue Nile regions, and part of the Nuba Mountains in Kordofan Region. The Beja Congress and the Sudan Alliance Forces movements held territories in the northeast.

Insecurity remained the major constraint to humanitarian relief programs in Sudan as most trading and production capacities had been interrupted or destroyed by the fighting. Flight bans made it difficult to fully reach the most vulnerable groups, while insufficient infrastructure hindered humanitarian organizations' access to needy populations.

The U.N. estimated that over 55 aerial bombing incidents occurred in southern Sudan during FY 1999, as the GOS continued bombing civilian

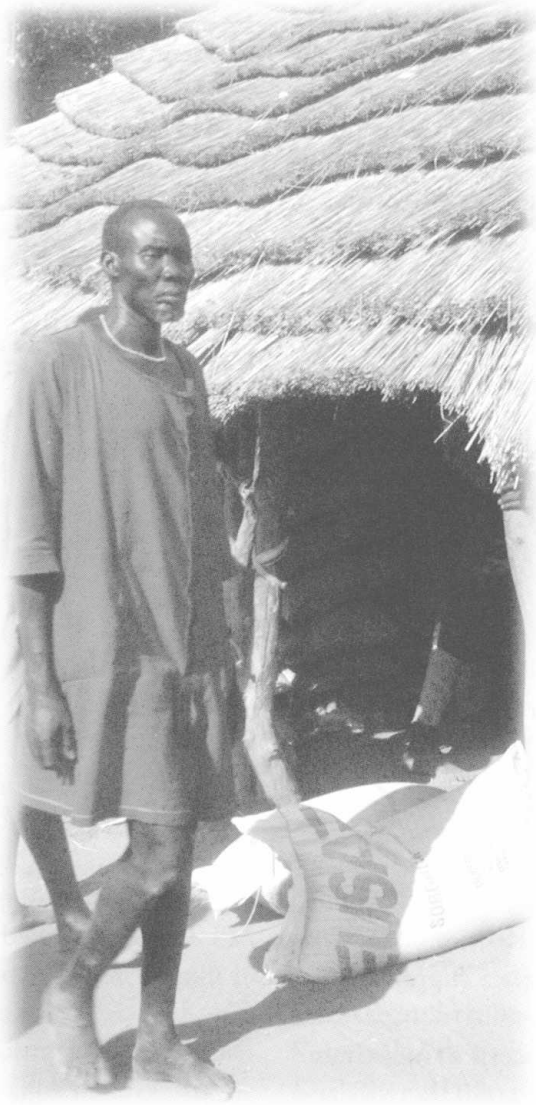
targets in violation of a humanitarian ceasefire instituted in July 1998. Locations bombed included NGO compounds, relief centers, and hospital buildings. Several civilians were killed or injured in the bombings. In addition, several relief workers were killed or injured during the year in targeted attacks by assailants.

During FY 1999, approximately 2.2 million IDPs lived in Khartoum in squatter settlements or remote camp settings. An estimated 1.2 million people reportedly were living in the transition zone between northern and southern Sudan and in remote towns such as Malakal, Wau, Aweil, and Gogrial. Approximately 400,000 Sudanese sought refuge in neighboring countries, while Sudan hosted about 165,000 refugees from neighboring countries. Approximately 224,000 people fled to Uganda and Kenya to escape fighting along the Sudan-Uganda border.

In July, the U.S. House of Representatives unanimously approved a resolution condemning the GOS for conducting a genocidal war in southern Sudan, supporting terrorism, and continuing human rights violations.

In FY 1999, the USG led the international community to revitalize the Inter-Governmental Authority on Development (IGAD) peace process. On August 27, President Clinton appointed Harry Johnston, a former Chairman of the Africa Subcommittee of the House International Relations Committee, as Special Envoy for Sudan. Johnston's mandate included strengthening the IGAD peace process, pressing human rights improvements, and focusing the spotlight on humanitarian conditions in Sudan.

As the conflict continued, food shortages crippled the northern parts of Kordofan and Darfur, while eastern and central areas produced surpluses. Efforts were made to use local agricultural surpluses from more secure areas in southern Sudan for distribution in the affected zones. The U.N. and numerous NGOs within and outside the framework of Operation Lifeline Sudan were involved in delivering relief assistance by airlifts, airdrops, barges, and truck convoys. Feeding programs attempted to reach children throughout the Bahr el Ghazal and Lakes Regions and Western Upper Nile. While more than 2.6 million people were targeted for drought-related emergency food assistance, another 1.6 million people were affected by flooding in Khartoum State. Floods disrupted relief operations in Bahr el Gazal and Jonglei, and affected Nile River, Khartoum, Kassala, El Gezira, White Nile, North Kordofan, and the South Darfur Regions.



An IDP in the Bahr el Ghazal Region of southern Sudan receives BHR/OFDA- and BHR/FFP-distributed relief supplies (photo by Ted Maly, BHR/OFDA).

USAID's Bureau for Africa worked with the USAID/Regional Economic Development Services Office and BHR/OFDA's Africa Regional Office in Nairobi to plan and monitor relief and rehabilitation activities in southern Sudan and, in collaboration with USAID/Khartoum staff, to monitor activities in northern Sudan and GOS-controlled areas of the south. USAID funded more than $95 million in relief activities, including an estimated $25 million that BHR/OFDA provided to NGOs and U.N. agencies. BHR/OFDA-supported projects funded ACF, ADRA, ARC, the American Red Cross, CARE, Concern, GOAL, IFRC, Medair, NPA, UNICEF, WFP, and WVUS to provide supplementary and therapeutic feeding; food security; seeds, tools, and fishing supplies; emergency health and water/sanitation programs; agricultural production and marketing; road

rehabilitation; and response to outbreaks of meningitis and sleeping sickness.

BHR/FFP contributed 67,330 MT of P.L. 480 Title II emergency food commodities, valued at more than $67 million, for distribution by ADRA, CRS, LWR, NPA, WFP, and WVUS to war- and drought- affected vulnerable persons. This assistance included 9,380 MT of food commodities, valued at approximately $3 8 million, to support WFP refugee operations in Sudan. The U.S. Department of Agriculture provided 111,930 MT of Section 416(b) food, valued at $135 million, through WFP.

USAID's Bureau for Africa provided $2.1 million to the Sudan Transitional Assistance for Rehabilitation (STAR) program to support capacity-building efforts in opposition-held areas, including approximately $1 million in sub-grants to Sudanese groups involved in milling, transport, and cooperative shops. Under the STAR program, ethnic groups signed a peace agreement known as the Wunlit Dinka-Nuer Covenant. The Covenant called for an immediate and permanent cessation of all hostile acts between the two ethnic groups and granted amnesty for offenses prior to January 1, 1999.

State/PRM provided more than $92.4 million to the UNHCR and ICRC Africa-wide appeals, portions of which were used for refugee assistance programs in Sudan and for Sudanese refugees in neighboring countries. State/PRM also provided more than $5.4 million to WFP for refugee feeding programs in Africa. State/PRM provided an additional $2.6 million to IRC and LWR to assist Sudanese refugees in Kenya and Uganda.

USAID/OFDA Assistance $24,621,493
Other USG Assistance $204,915,600
Total USG Assistance $229,537,093
State/PRM Assistance $100,515,636*

**State/PRM funding for regional programs is not included in the total figure of USG assistance to Sudan*

Tanzania
Explosion

On August 7, 1998, terrorists killed 247 people in Kenya and Tanzania by detonating vehicle bombs near the U.S. Embassies. The explosion in Dar es Salaam caused 10 deaths-including seven local employees of the U.S. Embassy-and 76 injuries. No American citizens in the blast area were killed. *(For additional background information, please see the "Tanzania - Explosion" case report in the FY 1998 BHR/OFDA Annual Report.)*

Although the emergency phase of BHR/OFDA's response was concluded by the end of FY 1998, BHR/OFDA provided technical assistance in FY 1999. In November 1998, BHR/OFDA sent a three-person team to Nairobi and Dar es Salaam to collaborate with NGOs and local government officials on the development of a disaster management training program. The cost to deploy the team was $34,789.

BHR/OFDA Assistance $34,789

Uganda
Complex Emergency

Periodic attacks on civilians and military forces by armed insurgent groups caused many people to flee their homes in several northern and western districts of Uganda during FY 1999. The Lord's Resistance Army (LRA) attacked villages, abducted children and young adults, and ambushed military and civilian vehicles on roadways in the northern districts of Gulu and Kitgum. The LRA also conducted occasional raids in the neighboring districts of Lira, Apac, and Adjumani. Another insurgent group, the Allied Democratic Forces (ADF), attacked villages, murdering and abducting civilians. These attacks caused significant numbers of rural families to flee their villages in the west Nile districts of Arua, Nebbi, Moyo, and Bundibugyo to seek temporary protection.

The displaced were able to find safety and assistance in IDP camps and protected villages established

by the Government of Uganda (GOU) military. Since 1996, more than 30 official and unofficial camps have been established to protect citizens from such periodic factional fighting and displacement in northern and western Uganda. Camp populations, however, have fluctuated as significant violence has often been followed by quiet periods. During the height of the conflict, protection camps often were inaccessible to PVOs and NGOs trying to provide emergency relief assistance. In some instances, relief personnel and their vehicles became targets of violent attacks. Where camps were accessible, humanitarian relief workers were faced with the difficulty of determining accurate camp population figures so that water, food, sanitation facilities, and health units could be provided to maintain all IDPs seeking assistance.

Although IDPs were able to cultivate increasing amounts of land, the prolonged pattern of instability in northern and western Uganda caused chronic food insecurity for more than six million people and disrupted economic, social, education, and health care networks. In addition, drought conditions in the Karamoja Region, particularly the towns of Moroto and Kotido, raised the vulnerability of 700,000 people in drought-affected areas of Uganda. During FY 1999, regional insecurity in the DROC and Sudan continued to impact the number of refugees entering Uganda. According to UNOCHA, more than 530,000 Ugandans remained displaced, while the Government of Uganda hosted nearly 200,000 refugees from Sudan, DROC, Rwanda, Burundi, Eritrea, Ethiopia, Somalia, and Kenya.

On October 1, 1998, U.S. Ambassador Nancy Jo Powell redeclared a disaster in Uganda for FY 1999 in response to health and water/sanitation needs in the protected camps. BHR/OFDA provided $750,070 to support water/sanitation and nutrition activities by AAH-USA in the Gulu District and $481,562 to IRC for water/sanitation activities in Lamwo, Aruru, and Chua. BHR/OFDA also provided $98,628 to ACF for a water/sanitation and supplementary feeding program to benefit 1,200 people in the Gulu District. During FY 1999, a BHR/OFDA water/sanitation specialist traveled to protections camps in Uganda to review the ongoing water/sanitation programs for IDPs. The cost of the review was $16,076. BHR/FFP provided 17,500 MT of PL. 480 Title II emergency food assistance to WFP at a cost of more than $9.4 million. State/PRM funded a $667,347 refugee assistance program through LWR for refugees being hosted within Uganda.

BHR/OFDA Assistance $1,346,336
Other USG Assistance $10,080,147
Total USG Assistance $11,426,483