



S/ES 200421930  
United States Department of State  
Washington, D.C. 20520

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(UNCLASSIFIED when separated from attachment)

September 16, 2004

MEMORANDUM TO

MR. I. LEWIS LIBBY  
Chief of Staff and Assistant to the Vice  
President for National Security Affairs

MS. ROBIN CLEVELAND  
Associate Director for National Security  
and International Affairs

MR. PAUL W. CURRY  
Executive Secretary  
Department of the Treasury

MR. V. PHILLIP LAGO  
Executive Secretary  
Central Intelligence Agency

CAPT. WILLIAM P. MARRIOTT, USN  
Executive Secretary  
Department of Defense

MR. DOUGLAS J. ALLER  
Executive Secretary  
Agency for International Development

MR. JAMES A. MCATAMNEY  
Senior Counsel for National Security  
Affairs  
Department of Justice

COL. EDWARD W. SNEAD, USA  
Secretary, Joint Staff  
Joint Chiefs of Staff

MS. HARRIET MIERS  
Assistant to the President and Deputy  
Chief of Staff for Policy

MR. GREGORY L. SCHULTE  
Executive Secretary  
National Security Council

SUBJECT: Darfur: Weekly Progress Report

Attached is the weekly progress report on Darfur, issued September 10, 2004.  
Please pass to the Deputies.

Karl Hoffmann  
Executive Secretary

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Authority: EO 13526  
Chief, Records & Declass Div, WHS  
Date: MAY 28 2019

Attachment:

Weekly Progress Report on Darfur, September 10, 2004

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15-12-1333

OSD 77981-04

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**DARFUR: BI-WEEKLY PROGRESS REPORT**  
**September 10, 2004**

**Genocide Determination**

- Secretary Powell's statement on genocide in Darfur was based in part on a State Department report that investigated atrocities in Darfur through interviews with refugees in Chad conducted by governmental and non-governmental personnel in July and August, along with other information available to the Department. The report was publicly released on September 9.
- The report found a common pattern of atrocities: 74% of those interviewed reported that GOS forces were directly involved in the attacks on their villages; 48% said GOS forces acted in coordination with Jingaweit militias, and another 26% said GOS forces acted alone.
- Attacks on villagers were often brutal: 80% reported that their villages were destroyed and their livestock was stolen; 61% of those interviewed reported that a family member was killed; 16% were raped or were directly told about a rape by the victim.
- Based on the available facts, the conclusion that genocide has occurred in Darfur has no immediate legal consequences for the U.S. under the 1948 Genocide Convention. However, the Secretary indicated that the U.S. was calling on the United Nations to commence a full investigation of the atrocities committed in Darfur as provided for under the Genocide Convention.
- The Sudanese have so far limited their response to public denouncements of the genocide statement. No other nation so far has concurred with our determination, but the Europeans support our call for a full UN investigation. The EU has also moved towards a call for sanctions if the GOS does not respond positively on Darfur, and the NATO Secretary-General has asked for our support for possible NATO help to the AU, citing the genocide finding.

**SecState Benchmarks**

The Government of Sudan (GOS) has made some progress on humanitarian access, but has done little to stop the Jingaweit, improve the security situation, or prevent atrocities.

- AU cease-fire monitors currently have unrestricted access to conduct investigations throughout Darfur, although there are some allegations of bureaucratic delays regarding shipments and visas.

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- GOS-rebel talks adjourned officially on September 10 in Abuja. The parties reached agreement in principle on a humanitarian protocol. Little progress was made on the security protocol, and political issues were not discussed. Obasanjo is meeting with the parties on September 14 for a last effort at compromise before a 3 to 4 week break in the talks. State is pressing both sides to return to the table as soon as possible.
- A draft follow-on UNSC resolution is circulating among members of the UNSC, with a vote possibly on September 17. The draft is meant to maintain pressure on the GOS (in the form of the threat of additional measures/sanctions) to comply fully with the terms of UNSCR 1556, the new resolution, and the expansion of the AU mission; the draft resolution also calls for the cessation of GOS military flights over Darfur, to be monitored by the AU, and an international investigation of violations of international humanitarian law and human rights law.
- So far, the UNSC resolution has broken down along the same lines as UNSCR 1556. The Russians, Chinese, Pakistanis, and Algerians have expressed serious reservations with the draft, particularly with references to sanctions, a commission of inquiry, and cessation of military flights over Darfur.

#### Humanitarian Situation and Actions

- USAID Administrator Natsios and several USAID officials are traveling to Sudan to evaluate humanitarian issues in southern Sudan and Darfur. Administrator Natsios arrived in Khartoum on September 13 and attended a series of meetings with USG personnel, NGOs, UN agencies, and GOS officials on September 14. The Administrator travels to Darfur from September 15 to September 18.
- PRM A/S Dewey will travel to Chad and Sudan with UN High Commissioner for Refugees Ruid Lubbers and other donors September 22-29.
- A mortality survey conducted by WHO and the Sudanese Ministry of Health determined that the crude mortality rates (CMR) were above emergency thresholds from June 15 to August 15. An "emergency" is indicated by a crude CMR of over one death per 10,000 people per day. The CMR in North Darfur was 1.5 per 10,000/day and West Darfur was 2.9 per 10,000/day. The team was unable to complete the assessment of South Darfur due to insecurity; however, the CMR in Kalma camp near Nyala was 3.8 per 10,000/day.
- WHO mortality data is consistent with USAID's original estimates of between 80,000 and 320,000 excess deaths in Darfur by the end of 2005. In addition,

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- some of the most affected areas—those controlled by opposition groups—were inaccessible to WHO, and mortality rates could be significantly higher overall.
- On September 9, WFP announced the arrival of the first shipment of food assistance through Libya to eastern Chad. The first convoy of 20 trucks departed Benghazi on August 16 and traveled 2,800 across the Sahara in 25 days, arriving in Bahay, eastern Chad, on September 9. Before opening the Libya corridor, WFP relied primarily on overland transport from the port of Douala, Cameroon. However, seasonal rains have rendered many of Chad's roads impassable, and the movement of food has been blocked for days at a time. The Libya corridor will allow WFP efficient year-round overland access to the refugee camps in eastern Chad.
  - UNHCR and partner organizations are stabilizing the relief operation for the 200,000 refugees in Chad and preparing for a possible new refugee influx.
  - GOS officials in Darfur are discussing "voluntary" returns/relocations. IDPs do not yet feel safe to return. Field reports indicate a complete breakdown of trust between Darfuris and the GOS, including the police forces sent to "protect" displaced civilians. Attempts by the GOS to encourage returns have been met with violence from the IDPs.
  - Funding for humanitarian assistance in both Darfur and Chad continues to be a critical concern, and the increasing number of persons requiring assistance, coupled with the continued difficulty in transporting supplies, will continue to stretch the response capacity of relief organizations during coming months.
  - USG support for the refugee relief effort in Chad has reached over \$36 million. USG support for the humanitarian emergency in Darfur has reached nearly \$167 million.
  - Locust swarms currently in western and central Africa threaten to compound the problems in Darfur. In response, USAID is coordinating donor activities and public outreach initiatives.

**Status of Deployment of African Union Monitors and Peace Monitoring Force**

- The AU mission is now comprised of 132 AU monitoring and staff personnel, and a monitor protection force of 155 Rwandan troops, and 155 Nigerian troops.
- The Department of State has identified \$20.5 million in FY04 funds to initially support an expanded African Union mission. Depending on the actual size of the mission, the estimated cost may be as high as \$240 million for twelve-months of operations.

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- The GOS appears willing to accept additional monitors but will likely balk if the force protection units greatly increase.
- The GOS has given numerous indications of support for the concept of an expanded AU force. The GOS delegation at the Abuja talks has agreed in principle to an expanded force, and Sudanese UN Permrep sent a letter to the President of the Security Council informing of the GOS' official request to the AU to increase its monitoring presence in Darfur. In general, the GOS has provided few details other than to insist it will not accept "peacekeepers" or a civilian protection mandate. GOS statements may be intended more to influence the Security Council debate on the current resolution than to beef up the AU force.

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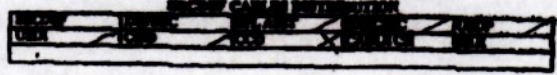
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S/ES Officer

*Margia K. Wong*  
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