109TH CONGRESS 2D SESSION

S. 3801

To support the implementation of the Darfur Peace Agreement and to protect the lives and address the humanitarian needs of the people of Darfur, and for other purposes.

IN THE SENATE OF THE UNITED STATES

August 3, 2006

Mr. Smith (for himself and Mr. Kennedy) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

A BILL

- To support the implementation of the Darfur Peace Agreement and to protect the lives and address the humanitarian needs of the people of Darfur, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,
 - 3 SECTION 1. SHORT TITLE.
 - 4 This Act may be cited as the "Peace in Darfur Act
 - 5 of 2006".
 - 6 SEC. 2. FINDINGS.
- 7 Congress makes the following findings:

- 1 (1) On July 22, 2004, the Senate agreed to
 2 Senate Concurrent Resolution 133, 108th Congress,
 3 and the House of Representatives agreed to House
 4 Concurrent Resolution 467, 108th Congress, both of
 5 which declared that the atrocities occurring in
 6 Darfur, Sudan, are genocide.
 - (2) In February 2006, a panel of experts authorized by the United Nations Security Council identified 17 individuals responsible for atrocities in the Darfur region of Sudan and, subsequently, the United Nations Security Council authorized sanctions against 4 of those individuals.
 - (3) In 2006, the African Union hosted in Abuja, Nigeria, the Inter-Sudanese Peace Talks on the Conflict in Darfur, which resulted in the acceptance of the Darfur Peace Agreement, an Agreement that provides for resolution of the conflict in Darfur.
 - (4) On May 5, 2006, the Sudanese Government of National Unity and the faction of the SLM led by Minni Minawi signed the Darfur Peace Agreement, however, the Justice and Equity Movement of Kahlil Ibrahim and the splinter group of the SLM led by Abdulwahid Al Nour refused to sign that Agreement.

- 1 (5) The Darfur Peace Agreement imposes an 2 immediate cease-fire, reiterates the cease-fire com-3 mitments made by the parties to conflict in Darfur 4 in 2004, and requires the Government of Sudan to 5 neutralize and disarm the Janjaweed which operates 6 in the Darfur region of Sudan.
 - (6) Verifying that the Janjaweed are neutralized and disarmed as stipulated in the Darfur Peace Agreement will require intensive international engagement.
 - (7) The Darfur Peace Agreement calls for a Joint Assessment Mission to be led by the World Bank and the United Nations to determine the post-conflict recovery and development needs of Darfur, and requires the Government of Sudan to ensure that rebels from Chad in Darfur respect that Agreement, reinforcing provisions in the Tripoli Agreement of February 8, 2006 between the Government of Sudan and the Government of Chad.
 - (8) On May 15, 2006, the African Union Peace and Security Council decided that concrete steps should be taken to effect the transition from the African Union's 7,000-person African Mission in Sudan (hereinafter referred to as "AMIS") peace-

- 1 keeping force in the Darfur region to a follow-on 2 United Nations peacekeeping mission.
- (9) On May 16, 2006, the United Nations Se-curity Council adopted Resolution 1679 that calls upon the African Union to agree with the United Nations on requirements "to strengthen AMIS's ca-pacity to enforce the security arrangements of the Darfur Peace Agreement, with a view to a follow-on United Nations operation in Darfur" and calls for the deployment of a joint African Union and United Nations technical assessment mission.
 - (10) On June 22, 2006, the African Union and United Nations technical assessment mission to Sudan recommended that the United Nations Secretary-General consider expanding the United Nations Mission in Sudan into Darfur and that such Mission should assume all monitoring and verification responsibilities for security arrangements carried out under the Darfur Peace Agreement.
 - (11) On June 27, 2006, the African Union Peace and Security Council reaffirmed its decision to end the mandate of AMIS on September 30, 2006, and transition AMIS to a follow-on United Nations peacekeeping mission.

- 1 (12) Senior officials of the Government of 2 Sudan continue to publicly oppose the deployment of 3 a follow-on United Nations peacekeeping mission 4 and obstruct the transition from AMIS to a follow-5 on United Nations peacekeeping mission.
 - Agreement, the African Union has requested enhanced support from NATO for AMIS, and NATO has agreed to develop options for possible continued support to AMIS and also support for a possible follow-on United Nations peacekeeping mission in Darfur.
 - (14) More than 3,000,000 people in Darfur are dependent on humanitarian assistance for survival.
 - (15) The United States has been the largest single donor of humanitarian assistance to the people of Darfur, contributing more than \$1,000,000,000 since 2003 to help alleviate the suffering in that region. United States contributions provide desperately needed assistance in a wide range of areas, including, among other things, 85 percent of the food distributed by the World Food Programme in 2006 and programs to assist the victims of gender-based violence.

- 1 (16) The United Nations Office for the Coordi-2 nation of Humanitarian Assistance reports that sub-3 stantial food, water, sanitation, health, and other humanitarian needs in Darfur are not being met. The World Food Programme continues seeking con-5 6 tributions for humanitarian assistance for Darfur 7 refugees and internally displaced persons in order to 8 fill the \$400,000,000 shortfall for its operations in 9 Sudan. The violence and banditry prevents humani-10 tarian assistance from reaching many of the needy 11 in Darfur and further has prevented villagers from 12 cultivating crops and engaging in trade and other 13 economic activities.
 - (17) The United States, NATO, and the international community have an interest in strengthening the international security guarantees and verification through a follow-on United Nations peacekeeping mission in order to implement the Darfur Peace Agreement, protect civilians, and alleviate the suffering resulting from the crisis in Darfur.

22 SEC. 3. DEFINITIONS.

23 In this Act:

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24 (1) APPROPRIATE COMMITTEES OF CON-25 GRESS.—The term "appropriate committees of Con-

- gress" means the Committee on Foreign Relations of the Senate and the Committee on International Relations of the House of Representatives.
 - (2) AMIS.—The term "AMIS" means the African Union Mission in Sudan.
 - (3) DARFUR PEACE AGREEMENT.—The term "Darfur Peace Agreement" means the Darfur Peace Agreement done at Abuja, Nigeria, May 5, 2006, developed during the Inter-Sudanese Peace Talks hosted by the African Union.
 - (4) FOLLOW-ON UNITED NATIONS PEACE-KEEPING MISSION.—The term "follow-on United Nations peacekeeping mission" means a peacekeeping mission carried out subsequent to AMIS in the Darfur region of Sudan by members of the United Nations pursuant to a mandate promulgated under Chapter VII of the Charter of the United Nations.
 - (5) GOVERNMENT OF SUDAN.—The term "Government of Sudan" means the National Congress Party (formerly known as the National Islamic Front) led-government in Khartoum, Sudan, or any successor government formed on or after the date of this Act, including the National Unity Government agreed upon in the Comprehensive Peace Agreement

- for Sudan, except that such term does not include the regional Government of Southern Sudan.
 - (6) Immediate family.—The term "immediate family" with respect to an individual, means spouse and children of that individual.
 - (7) Janjaweed" means the militias and armed groups operating in the Darfur region of Sudan that are required to be disarmed and neutralized pursuant to the Darfur Peace Agreement.
 - (8) Leaders of the Government of Sudan.—The term "leaders of the Government of Sudan" means the President and Vice Presidents of Sudan, officials of the Government of Sudan who serve as ministers, the leaders of a political party in Sudan, and the leaders of the armed forces and the security forces of Sudan.
 - (9) NATO.—The term "NATO" means the North Atlantic Treaty Organisation.
 - (10) Property.—The term "property" means any property (including patents, copyrights, trademarks, and any other form of intellectual property), whether real, personal, or mixed, and any present, future, or contingent right, security, or other interest therein, including any leasehold interest.

1	(11) SLM.—The term "SLM" means the
2	Sudan Liberation Movement.
3	(12) United States National.—The term
4	"United States national" means—
5	(A) an individual who is a citizen of the
6	United States or an individual who, though not
7	a citizen of the United States, owes permanent
8	allegiance to the United States; or
9	(B) a legal entity that is organized under
10	the laws of the United States, or of any State,
11	the District of Columbia, the Commonwealth of
12	Puerto Rico, or any other territory or posses-
13	sion of the United States, and which has its
14	principal place of business in the United States.
15	SEC. 4. SENSE OF CONGRESS.
16	It is the sense of Congress that—
17	(1) the President should—
18	(A) assign the individual appointed as the
19	Presidential Special Envoy for Sudan pursuant
20	to title I of the Emergency Supplemental Ap-
21	propriations Act for Defense, the Global War
22	on Terror, and Hurricane Recovery, 2006 (Pub-
23	lie Law 109–234; 120 Stat. 418) the task of

other regions of Sudan, including developing recommendations to facilitate the peace process;

(B) implement, and work with the international community to obtain implementation by other countries of, targeted sanctions against each individual identified by a panel of experts on Sudan established by the United Nations Security Council and against any other individual in the Government of Sudan or an armed group operating in Darfur responsible for violations of the cease-fire, attacks on civilians, peace-keepers, or humanitarian relief providers, obstructing the deployment of a follow-on United Nations peacekeeping mission, or otherwise impeding the implementation of the Darfur Peace Agreement;

(C) call on the Government of Sudan, the armed groups operating in Sudan, the United Nations, NATO, the African Union, the European Union, the Arab League, and the international community to take the measures described in paragraphs (2) through (11) to support the peace process in Darfur, to protect civilians, and to address the humanitarian crisis in Darfur; and

1 (D) after the deployment of a follow-on 2 United Nations peacekeeping mission to Darfur and peace and stability have been achieved, con-3 4 vene an international summit for the purpose of building international backing and support for the safe, voluntary, and sustainable return of 6 7 refugees and internally displaced persons to 8 their homes and for the social, economic, and 9 political recovery of Darfur; 10 (2) the Government of Sudan should— 11 (A) immediately allow the United Nations 12 to establish and rapidly deploy a robust follow-13 on United Nations peacekeeping mission in 14 Darfur; 15 (B) fully cooperate with AMIS and facili-16 tate the efforts of AMIS in verifying the cease-17 fire and of the disarming and neutralizing of 18 the Janjaweed; 19 (C) facilitate and fully cooperate with a 20 follow-on United Nations peacekeeping mission 21 in Darfur; and 22 (D)allow and facilitate the external

verification by a follow-on United Nations

peacekeeping mission of the cease-fire and of

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- the disarming and neutralizing of the
 Janjaweed;
- 3 (3) the Government of Sudan, the SLM, and 4 other parties to the Darfur Peace Agreement should 5 fully implement that agreement, particularly the 6 commitment to respect a cease-fire and to disarm 7 and neutralize the Janjaweed;
 - (4) the other armed groups operating in Darfur that did not sign the Darfur Peace Agreement should fully respect and not impede the implementation of that Agreement, including respecting the cease-fire;
 - (5) the United Nations Department of Peacekeeping Operations should prepare to rapidly deploy a peacekeeping mission to Darfur and the United Nations Security Council should authorize a followon United Nations peacekeeping mission in Darfur;
 - (6) the United Nations Security Council should adopt a resolution calling on member countries or appropriate international organizations, such as NATO, to enforce the no-fly zone in and over the Darfur region established under United Nations Security Council Resolution 1591 (2005);
- (7) the United Nations Security Council should
 implement sanctions that target representatives of

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- the Government of Sudan or any armed group operating in Darfur that violates the cease-fire, attacks civilians, peacekeepers, or humanitarian relief providers, or otherwise impedes the implementation of the Darfur Peace Agreement;
 - (8) NATO should enforce the no-fly zone in and over the Darfur region, if requested to do so by the United Nations, and should provide airlift and other logistical and intelligence support to AMIS and to a follow-on United Nations peacekeeping mission;
 - (9) the African Union, the Arab League, the European Union, and other members of the international community should provide additional personnel, equipment, financial, and logistical support to help AMIS improve its ability to provide security in Darfur and implement the Darfur Peace Agreement until a follow-on United Nations peacekeeping mission can be deployed;
 - (10) the international community, especially members of the European Union and the Arab League, should promptly fulfill their prior pledges to provide assistance and increase their food and humanitarian aid for Darfur to address the shortfall of contributions that the United Nations Office for the

- 1 Coordination of Humanitarian Affairs has estimated 2 to be more than \$400,000,000; and
- 3 (11) after the deployment of a United Nations 4 peacekeeping force, the World Bank, the United Na-5 tions, and the international community should, as 6 soon as conditions are appropriate, convene an inter-7 national conference to prepare plans and identify re-8 sources to help support refugees and internally displaced persons and to assist them in making a safe 9 10 and voluntary return home and resuming their liveli-11 hoods.

12 SEC. 5. SANCTIONS AGAINST THE GOVERNMENT OF SUDAN.

- 13 (a) Blocking Sudanese Assets in the United 14 States.—
 - (1) In General.—All property and interests in property, including all commercial, industrial, or public utility undertaking or entity, of, or in the name of, the Government of Sudan that is in the United States, or that enters into the United States, or that is or that comes within the possession or control of a United States national, including a branch of such national located in a foreign country is blocked from all transfer.
- 24 (2) EXERCISE OF AUTHORITIES.—The Sec-25 retary of the Treasury, in consultation with the Sec-

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1	retary of State, shall take such actions, including the
2	promulgation of regulations, orders, directives, rul-
3	ings, instructions, and licenses, and employ all pow-
4	ers granted to the President by the International
5	Emergency Economic Powers Act (50 U.S.C. 1701
6	et seq.), as may be necessary, to carry out this sec-
7	tion.
8	(3) Prohibited transfers.—Transfers pro-
9	hibited under paragraph (1) shall include payments
10	or transfers of any property or thing of economic
11	value by a United States national to—
12	(A) the Government of Sudan;
13	(B) a person acting for or on behalf of the
14	Government of Sudan; or
15	(C) a person owned or controlled, directly
16	or indirectly, by a person or entity described in
17	subparagraph (A) or (B).
18	(4) Payment of expenses.—All expenses in-
19	cident to the blocking and maintenance of property
20	blocked under paragraph (1) shall be charged to the
21	owners or operators of such property, and shall not
22	be paid for by blocked funds.
23	(b) Other Prohibitions.—
24	(1) IN GENERAL.—The following are prohibited:

1	(A) Any transaction within the United
2	States or by a United States national relating
3	to any vessel in which a majority or controlling
4	interest is held by a person or entity in, or op-
5	erating from, Sudan regardless of the flag
6	under which the vessel sails.
7	(B) The exportation to Sudan or to any
8	entity operated from Sudan or owned and con-
9	trolled by the Government of Sudan, directly or
10	indirectly, of any goods, technology, or services,
11	either—
12	(i) from the United States;
13	(ii) requiring the issuance of a license
14	by a Federal agency; or
15	(iii) involving the use of United States
16	registered vessels or aircraft, or any activ-
17	ity that promotes or is intended to promote
18	such exportation.
19	(C) Any dealing by a United States na-
20	tional in—
21	(i) property originating in Sudan or
22	exported from Sudan;
23	(ii) property intended for exportation
24	from Sudan to any country or exportation
25	to Sudan from any country: or

1	(iii) any activity of any kind that pro-
2	motes or is intended to promote such deal-
3	ing described in clauses (i) or (ii).

- (D) The performance by a United States national of any contract, including a financing contract, in support of an industrial, commercial, public utility, or governmental project in Sudan.
- (2) STATUTORY CONSTRUCTION.—Nothing in this subsection prevents the issuance of licenses to ensure the safety of civil aviation and safe operation of commercial passenger aircraft of United States origin and to ensure the safety of oceangoing maritime traffic in international waters.

(c) Prohibited Loans and Investment.—

- (1) United States Government financing.—No loan, credit guarantee, insurance, financing, or other similar financial assistance may be extended by any agency of the United States Government, including the Export-Import Bank of the United States and the Overseas Private Investment Corporation, to the Government of Sudan.
- (2) Trade and development agency.—Notwithstanding any other provision of law, funds made appropriated or otherwise made available by law may

1	not be made available for activities of the Trade and
2	Development Agency in or for Sudan.
3	(3) Prohibition on private credits.—No
4	United States national may make or approve any
5	loan or other extension of credit, directly or indi-
6	rectly, to the Government of Sudan or to any cor-
7	poration, partnership, or other organization that is
8	owned or controlled by the Government of Sudan.
9	(d) Prohibition of Military-to-Military Co-
10	OPERATION.—The United States Government (including
11	any agency or entity of the United States) shall not pro-
12	vide assistance under the Foreign Assistance Act of 1961
13	(22 U.S.C. 2151 et seq.) or the Arms Export Control Act
14	(22 U.S.C. 2751 et seq.) (including the provision of For-
15	eign Military Financing under section 23 of the Arms Ex-
16	port Control Act (22 U.S.C. 2763) or international mili-
17	tary education and training under chapter 5 of part II
18	of the Foreign Assistance Act of 1961 (22 U.S.C. 2347)
19	or provide any defense articles or defense services under
20	those Acts, to the armed forces of the Government of
21	Sudan.
22	(e) Exceptions.—The sanctions in this section—
23	(1) may not—
24	(A) prohibit the transshipment through
25	Sudan of commodities and products originating

- outside Sudan and temporarily present in the territory of Sudan only for the purpose of such transshipment; (B) apply to humanitarian assistance to the people of Sudan; (C) apply to materials described in section 203(b)(3) of the International Emergency Eco-nomic Powers Act (50 U.S.C. 1702(b)(3)) relat-ing to informational materials; or (D) apply to assets, transactions, or per-
 - (D) apply to assets, transactions, or persons living in the territory of or under the control of the Government of Southern Sudan established pursuant to the Comprehensive Peace Agreement between the Government of Sudan and the Sudan People's Liberation Movement of January 9, 2005; and
 - (2) may be waived, in whole or in part, with respect to persons, assets, or transactions by the President, if the President submits to the appropriate committees of Congress a certification that waiver of such sanctions are in the interest of the resolution of a conflict in any region of Sudan or are in the national security interest of the United States.

1 SEC. 6. CERTIFICATIONS AND REPORTS TO CONGRESS.

2	(a) In General.—Not later than 90 days after the
3	date of the enactment of this Act, and every 180 days
4	thereafter, the President shall submit to the appropriate
5	committees of Congress, the Committee on Armed Serv-
6	ices of the Senate, and the Committee on Armed Services
7	of the House of Representatives—
8	(1) a certification as to whether the Govern-
9	ment of Sudan and the other parties to the Darfur
10	Peace Agreement are complying with the cease-fire
11	and the other final security arrangements of that
12	Agreement; and
13	(2) a report—
14	(A) describing any sanctions imposed on
15	Sudan by the United States, the United Na-
16	tions, or by a foreign country; and
17	(B) describing and assessing the situation
18	in Darfur, including—
19	(i) a determination of whether the
20	Government of Sudan has agreed to allow
21	a follow-on United Nations peacekeeping
22	mission to operate in the Darfur region;
23	(ii) a description of the progress made
24	in meeting the schedules for implementing
25	the comprehensive cease-fire and final se-
26	curity arrangements in the Darfur Peace

1	Agreement, in particular neutralizing and
2	disarming the Janjaweed, the SLM, the
3	Justice and Equity Movement, and the
4	other armed groups in Darfur;
5	(iii) whether the Government of
6	Sudan is allowing the external verification
7	by a follow-on United Nations peace-
8	keeping mission of neutralizing and dis-
9	arming the Janjaweed;
10	(iv) a description of efforts by the
11	United States to provide or obtain airlift,
12	logistical, training, and other support di-
13	rectly, through NATO, or by other means,
14	to AMIS and to a follow-on United Na-
15	tions peacekeeping mission in Darfur;
16	(v) a description of efforts by the
17	United States to increase participation by
18	foreign countries in AMIS and in a follow-
19	on United Nations peacekeeping mission in
20	Darfur and a list, disaggregated by coun-
21	try, of current and expected troop con-
22	tributions to peacekeeping operations in
23	Darfur;
24	(vi) a description of the extent to
25	which other countries directly or indirectly

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are supporting violence in Darfur, particularly through weapon flows, or support to either armed groups operating in Darfur or to the armed forces of the Government of Sudan, and the extent to which the Government of Sudan is supporting violence in Chad and other neighboring countries;

(vii) a description of the support provided to militia and other irregular armed groups in Sudan and in other countries by the Government of Sudan; and

(viii) a description of the humanitarian assistance needs of the people in the Darfur region and for refugees in Chad and the level of humanitarian assistance provided by the United States, the Government of Sudan, and the international community.

(b) AUTHORITY FOR OTHER ACTIVITIES.—

(1) IN GENERAL.—If the President submits, for a reporting period, a certification under subsection (a)(1) that the Government of Sudan is complying with its obligations in the Darfur Peace Agreement and a report that states that the Government of Sudan has agreed to allow a follow-on United Na-

1	tions peacekeeping mission to operate in the Darfur
2	region and is allowing the external verification of the
3	neutralizing and disarming of the Janjaweed, the
4	President—
5	(A) shall request recommendations to fur-
6	ther the peace process in Sudan from the Spe-
7	cial Envoy for Sudan;
8	(B) is authorized to implement the rec-
9	ommendations described in subparagraph (A)
10	during the next reporting period; and
11	(C) shall consult with the appropriate com-
12	mittees of Congress on any recommendations
13	described in subparagraph (A) that the Presi-
14	dent is considering implementing and on any
15	other measures the President intends to take to
16	promote peace in Sudan or to address humani-
17	tarian needs in the region.
18	(2) Relationship to other authority.—No
19	provision of this Act shall limit the authority of the
20	Special Envoy for Sudan to provide advice, at any
21	time, to the President or to any other appropriate
22	person or from otherwise acting to promote peace in
23	Sudan and to address humanitarian needs in Sudan.
24	(c) Penalties for Non-Cooperation.—If the
25	President submits, for a reporting period, a certification

- 1 under subsection (a)(1) that the Government of Sudan is
- 2 not complying with its obligations in the Darfur Peace
- 3 Agreement or a report that states that the Government
- 4 of Sudan has not agreed to allow a follow-on United Na-
- 5 tions peacekeeping mission to operate in the Darfur region
- 6 or is not allowing the external verification of the neutral-
- 7 izing and disarming of the Janjaweed, the President
- 8 shall—
- 9 (1) impose targeted sanctions on the leaders of
- the Government of Sudan and their immediate fami-
- lies, including blocking the transfer of any property
- of such individuals that is in the United States, or
- that enters into the United States, or that is or that
- 14 comes within the possession or control of a United
- 15 States national, including a branch of such national
- located in a foreign country and restricting the trav-
- el of such individuals to or over the United States
- and its territories;
- 19 (2) urge the international community to impose
- similar targeted sanctions against the leaders of the
- 21 Government of Sudan and their immediate families;
- 22 (3) encourage foreign countries to impose sanc-
- tions against the Government of Sudan that are
- comparable to the sanctions described in Executive

- Order 13067 of November 3, 1997 (62 Federal Register 59989) or in this Act; and
- (4) prevent the normalization of bilateral relations between the United States and Sudan, including opposing exchanging ambassadors with Sudan, and oppose the reintegration of Sudan into the global community, including opposing the admission to the World Trade Organization or other regional or international economic or political organization.

10 SEC. 7. REPORTS ON INVESTMENTS IN SUDAN AND ASSETS

11 OF THE LEADERS OF SUDAN.

- (a) United States Investment in Sudan.—
- 13 (1) REQUIREMENT FOR REPORT.—Not later 14 than 180 days after the date of the enactment of 15 this Act, and every 180 days thereafter, the Sec-16 retary of Commerce shall, in consultation with the 17 Secretary of State and Secretary of the Treasury, 18 prepare a report of the list of persons (other than 19 Sudanese persons) that have invested \$5,000,000 or 20 more in Sudan or have announced plans for such an investment in Sudan. 21
 - (2) Publication.—The Secretary of Commerce shall publish each report required by paragraph (1) in the Federal Register.

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1	(b) Sudanese Investments in the United
2	STATES.—
3	(1) REQUIREMENT FOR REPORT.—Not later
4	than 1 year after the date of the enactment of this
5	Act, the Secretary of the Treasury shall, in consulta-
6	tion with the Secretary of State, submit to the ap-
7	propriate committees of Congress a report on the
8	amounts and location of assets of the leaders of the
9	Government of Sudan and their immediate families
10	that are located in the United States or in a foreign
11	country other than Sudan.

(2) FORM OF REPORT.—The report required by paragraph (1) shall be submitted in an unclassified form and may have a classified annex.

15 SEC. 8. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated an additional \$150,000,000 for each of the fiscal years 2008 through 2012 to provide food, health, water, and other humanitarian assistance to the refugees and internally displaced persons of Darfur.

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