

# FINAL REPORT

## LOGISTICS AND TECHNICAL SUPPORT SERVICES FOR THE SUDAN INTEGRATED STRATEGIC PLAN (ISP) DESIGN

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*Submitted to:*

**U.S. Agency for International Development**

*In response to:*

**Contract No. AEP-I-00-00-00023-00  
Task Order 825**

*Prepared by:*

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## ACRONYMS

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ARO	Africa Regional Office, OFDA/DCHA, USAID
CTO	Cognizant Technical Officer
CVA	Conflict Vulnerability Assessment
DCHA	Democracy, Conflict and Humanitarian Assistance Bureau, USAID
GOS	Government of Sudan
IDP	Internally Displaced Person
IGAD	Inter-Governmental Authority on Development
IQC	Indefinite Quantity Contract
ISP	Integrated Strategic Plan
NGO	Non-Governmental Organization
NPC	Non-Presence Country Office, REDSO/ESA, USAID/Nairobi
OE	Operating Expenses, USAID's administrative funds
OFAC	Office of Foreign Assets Control, U.S. Department of Treasury
OFDA	Office of Foreign Disaster Assistance, DCHA, USAID
OLS	Operation Lifeline Sudan
OTI	Office of Transition Initiatives, DCHA, USAID
RCO	Regional Contracting Office(r)
REDSO/ESA	Regional Economic Development Services Office, East and Southern Africa, USAID/Nairobi
SO	Strategic Objective
SPLM	Sudanese Peoples Liberation Movement
USAID	U.S. Agency for International Development
USG	United States Government
WFP	World Food Program

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## EXECUTIVE SUMMARY

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Consistent with its current policy, the U.S. Agency for International Development (USAID) has prepared and approved a concept paper to outline a modified and coordinated approach to future U.S. economic assistance to Sudan. This revised Integrated Strategic Plan (ISP) for 2003-2005 will place more emphasis on development rather than relief. It will also take into account a recent agreement in principle between the Government of Sudan (GOS) based in Khartoum in the north and the Sudanese Peoples Liberation Movement (SPLM) in the south to seek peace in the twenty-year civil war that has severely burdened the Sudanese nation. Because Sudan is a non-presence country for USAID, its Regional Economic Development Services Office/East and Southern Africa (REDSO/ESA) in Nairobi has taken the lead to design the forthcoming Sudan ISP. In the process, REDSO is working with the various development and emergency offices of USAID, numerous international and local non-governmental organizations (NGOs), other donors as well as the Sudanese governmental authorities both in the north and in the south.

While USAID's REDSO was developing the program elements of the Sudan ISP revision, it contracted with Development Associates, Inc. of Arlington, Virginia to assist with the logistical and some technical services in support of this USAID design effort. Accordingly, Development Associates sent an experienced team leader to Nairobi to make these arrangements with REDSO, recruit local consultants, charter air services and procure other appropriate services from vendors. In the process, Development Associates hired a Kenyan logistical coordinator, who set up all of the local transportation for the various USAID-funded experts working on the design elements of the new program in health, conflict vulnerability, gender and other program areas. Development Associates also hired a number of local experts to assist with these assessments. In addition, Development Associates arranged the facilities for a three-day strategic planning workshop in Rumbek in southern Sudan to discuss the potential components of this revised assistance with local representatives and to elicit support from governmental authorities and civil society organizations there. This was followed by a two-day workshop in Nairobi facilitated by Development Associates to brief international donors and NGOs and to obtain their input for this new strategy. Finally, through its experts Development Associates took an especially active part in helping to prepare the gender analysis for the various technical components of USAID's eventual plans for the next phase of economic assistance to Sudan.

With the completion of these administrative arrangements, Development Associates' work is completed in accordance with the relevant task order. Now it is up to USAID to complete the ISP design and begin the implementation of this revised assistance strategy for Sudan. Development Associates appreciates the opportunity to have played a minor but helpful logistical and technical role in this important process. Development Associates applauds the determined efforts of USAID to bring some development benefits to the long-suffering people of southern Sudan and looks forward to further improvements in political and economic conditions in that region.

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# LOGISTICS AND TECHNICAL SUPPORT SERVICES FOR THE SUDAN INTEGRATED STRATEGIC PLAN (ISP) DESIGN

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## I. INTRODUCTION

Sudan is the largest country in Africa with a population of some 35 million people. For most of its history since independence in the late 1950s, Sudan has been plagued by raging civil wars between the north and south, revolving around such issues as self-determination, participatory decision making, equitable development and access to resources, religious freedom and the breakdown of traditional practices to settle disputes. The GOS, based in its capital of Khartoum, has also been a supporter of international terrorism and has thereby alienated itself from many of its neighbors and others in the international community, including the United States Government (USG). Despite this latter fact, the USG, largely through USAID, has provided hundreds of millions of dollars of humanitarian assistance to the Sudanese people to help them survive, especially during periods of drought and famine that have aggravated the tragic conditions in Sudan.

Consistent with its own policies to update its assistance plans periodically, USAID has completed its 2000-2002 Sudan plan and embarked on a revision of its ISP for the years 2003-2005. A key element in designing this strategy revision is the fact that the northern and southern warring factions in Sudan have reached an agreement in principle about the basis for a future peace. While periodic skirmishes still occur and incidents took place even during the time of this task order, there appears to be genuine hope for a negotiated settlement to this conflict that has afflicted the long-suffering Sudanese people.

With that in mind, and taking into account other hopeful signs especially in the south, USAID/REDSO has prepared and obtained Washington's approval of a concept paper outlining an assistance strategy that places more emphasis on development rather than almost exclusively relief that characterized earlier assistance needs and approaches. The Strategic Objectives (SOs) will focus on improvements in food security, governance and access to basic social services (health, education and water and sanitation). There will also be a Special Objective of supporting the Inter-Governmental Authority on Development (IGAD) peace process. The concept paper, however, has built into it three scenarios: no peace, a peace that lasts, and a peace that is agreed to but breaks down. USAID assistance would vary depending on which scenario actually happens.

While USAID is always ultimately responsible for the design of such assistance, in this case USAID first thought that it would contract the services of a firm or organization to prepare all of the analyses and recommend a strategic plan revision. This approach would also reflect workload factors as well as the fact that USAID no longer has the direct-hire staff resources of prior years to handle such responsibilities expeditiously. However, due to internal changes in its decision making and apparent concerns about the cost of such contract services, USAID eventually decided to handle this design effort itself by using a combination of direct-hire employees funded by the Agency's operating expenses (OE) plus a variety of staff and consultants funded under an array of contract instruments. The residual services to be provided by a contractor were therefore reduced to the logistical arrangements plus selected technical

services. Finally, because of the GOS' previous history of supporting terrorism and the USG's efforts to combat such terrorism, any U.S. organization working in Sudan needed to have a license issued by the Office of Foreign Assets Control (OFAC) in the U.S. Department of Treasury.

Development Associates, Inc. of Arlington, VA met all of these development, management and licensing requirements and was therefore issued a task order effective January 7, 2003 by the REDSO's Regional Contract Office (RCO) to provide these logistical and technical services under an existing Indefinite Quantity Contract (IQC). In turn, after a brief orientation in USAID/Washington, Development Associates sent a senior team leader, Dennis M. Chandler, who has extensive USAID management and consulting experience, especially in sub-Saharan Africa, to work with REDSO and others in administering this task order. Miriam W. Gachago, a gender expert of international status, who has worked extensively in the region with Development Associates and others on USAID-funded activities, led many of the efforts to prepare the needed gender analyses in southern and northern Sudan. Other local consultants were hired to play key roles in their respective areas of expertise. In the process, all of the conditions and deliverables of the task order's scope of work were completed, as described in the following sections of this report. (See Annex A for a copy of the Scope of Work).

## **II. LOGISTICAL AND FACILITATION ARRANGEMENTS**

### **A. LOGISTICS**

Given the logistical nature of much of the task order's scope of work, Development Associates immediately gave priority to addressing the transportation needs of USAID in fielding assessment teams that were to travel to southern Sudan. For this reason, Development Associates quickly hired George Osoo Mito, a Kenyan logistician, who has extensive experience working with NGOs and international donors in the region. Because the entry point into southern Sudan is Lokichoggio (or Loki), a border town in northern Kenya, Mr. Mito traveled quickly to Lokichoggio, where he remained throughout this period in order to coordinate all of the assessment teams' and other related travel into and out of southern Sudan as well as among numerous locales within southern Sudan. While there, Mr. Mito arranged all such flights on charters and/or scheduled flights in the area. He also facilitated the arrivals and departures of all task order-related personnel, making bookings and setting up overnight accommodations in Loki, and with NGOs and international agencies in Loki and throughout southern Sudan. Mr. Mito also expedited entry for all concerned into and out of Kenya and southern Sudan with the respective local government authorities.

The first team to arrive was the health assessment team, which, like the gender and conflict teams, divided into sub-groups to cover more areas and interview more counterparts in southern Sudan. The constantly changing itineraries for these visitors, due to local weather and security conditions, the availability of key contacts and the needed permission to enter certain areas, necessitated virtually daily changes in the logistical plans and timelines, which Mr. Mito handled and communicated to all concerned. All of these travel arrangements were handled expeditiously by Mr. Mito to support the work of the assessment teams.

Development Associates also purchased from the Express Travel Group, the travel agency contracted with and situated near USAID, the plane tickets for both USAID contractors as well

as some direct hire employees. The latter arrangement is permitted by an August 2000 amendment to the Foreign Assistance Act (Section 635(l)), which authorizes the use of program funds for what would otherwise be USAID OE costs in non-presence countries like Sudan.

For the individual seats on charters, Development Associates used the same arrangements with World Food Program (WFP) and Operation Lifeline Sudan (OLS) that USAID has established in order to take advantage of the preferential rates given to USAID and thereby to save money. For the large charters, Development Associates requested bids from multiple air charter companies and selected the ones that could meet USAID's requirements in terms of timing and the planes' seating capacities as well as competitive prices (748 Air Services and Relief Aviation, Ltd. or TrackMark). In all, Mr. Mito and Development Associates arranged for and/or assisted with more than 100 individual charter flights and portions of flights plus two major charters in a timely and cost-effective manner for the different parts of the three assessment teams and for other Americans and Sudanese associated with the ISP revision effort.

## **B. FACILITATION**

Clearly the two biggest work items in the area of facilitation for Development Associates under this task order were the organization and facilitation of the workshops in Rumbek in southern Sudan and another in Nairobi. Development Associates immediately set out to identify which firms or organizations could possibly host a conference of three days for more than 40 participants in Rumbek, a town with limited facilities. After checking with United Nations organizations, REDSO staff that travel to the area and several other sources, Development Associates elicited expressions of interest and then selected one U.S. firm, Africa Expeditions, Inc. (AFEX), with headquarters in Nairobi, as being the best qualified with acceptable facilities available to host such an event.

AFEX was chosen because it had the capacity to obtain enough single and double occupancy safari tents to accommodate the 40-50 USAID and Sudanese conference participants for four days and nights along with its ten more permanent residents in a reasonably comfortable, but by no means plush, camp-like setting. Sanitary and toilet conditions were adequate, and more were added temporarily to accommodate the large number of guests. Based on earlier reports of others, food preparation was judged to be safe, as proved to be the case since there were no reported cases of sickness related to food poisoning, despite the intense heat prevailing. AFEX also provided a dedicated tent large enough for meetings, conference materials (flip charts, markers, pads, pens, and pencils) and a sound system with two portable microphones. The conference site was within walking distance of the airstrip, thereby saving on any further logistical costs.

Development Associates was also able to negotiate with AFEX a reasonable price that fit within USG per diem rates and the task order budget. USAID participants paid for their own accommodations and three meals per day for four days, while Development Associates paid for the Sudanese guests and consultants. Partly as a result of this arrangement, the USAID-sponsored workshop in Rumbek from February 11 to 13, 2003 was judged a success by enabling a constructive discussion of agenda items related to the revised USAID strategy for Sudan. (See Annex B for a list of Rumbek workshop participants and their affiliations).

In addition, Development Associates canvassed possible workshop sites in Nairobi for a follow-on, two-day conference with international NGOs and donors. The conference sites available were all parts of hotels, with basically the same package of facilities offered in terms of meeting rooms, materials, sound systems and mid-day meals for about 60 participants. The prices proposed by all possible workshop hosts were basically standard as well (KSh 1,600 or about \$21 per person).

Of the three most suitable workshop sites proposed, one ended up as being unavailable (many hotels were booked because a World Cup match in cricket was taking place in Nairobi at about that time). A second hotel with very good meeting facilities was judged as not appropriate because it was located too far into the Nairobi suburbs and it would have required more budget to provide transportation to and from the site in order to assure good attendance by many NGOs. Finally, the Landmark Hotel, which is located in a relatively safe and accessible section of Nairobi, was selected and provided very good facilities, support and services. While originally Development Associates was to pay for this workshop from its task order budget, this was subsequently changed to stay within the task order ceiling and REDSO paid for this Nairobi workshop. Again, the meeting place facilities succeeded in helping USAID achieve its objective of conducting a good discussion with NGO and donor counterparts on February 18 and 19 about the future course of USG assistance to Sudan. (See Annex C for a list of the Nairobi workshop participants and their affiliations).

Development Associates also provided administrative support to REDSO in assisting with the arrangements for these workshops. This included helping to identify, locate and contact Sudanese government authorities and civil society representatives and other individuals to be invited to the planned conferences to discuss USAID's future assistance to Sudan. Using the services of a local Kenyan firm, Gap Consulting, Ltd., with whom it has a working relationship, Development Associates was able to secure sufficient working capital, buy local materials, prepare conference folders, provide administrative staff support, pay consultants' salaries and per diems, purchase tickets, procure air charters and expeditiously handle numerous other related tasks as they arose.

### **III. TECHNICAL SUPPORT SERVICES**

#### **A. GENDER ACTIVITIES**

The single substantive area that Development Associates was actively involved in for this ISP revision concerned gender. Development Associates hired Miriam W. Gachago, a Kenyan gender expert with international status, to lead many of the gender assessments while working with USAID colleagues. Ms. Gachago traveled to Khartoum where she and a local Sudanese consultant whom she hired, Ms. Zeinas Abbas Badawi, interviewed local representatives to obtain the views of gender issues from the perspective of the people of northern Sudan. She also liaised with USAID's Office of Foreign Disaster Assistance (OFDA) resident representative in Khartoum about this assessment. Subsequently, Ms. Gachago traveled to Rumbek where she joined with another local consultant, Ms. Joyce Janda, who had been assessing gender matters in southern Sudan. Together these two gender experts then pooled their joint information and presented it several times to USAID staff and then to the larger group of Rumbek workshop participants. Ms. Gachago later made a similar presentation to the attendees at the Nairobi

conference. Finally, Ms. Gachago has helped REDSO to prepare its overall gender assessment for inclusion in USAID's final ISP revision.

In summary, the finding of the gender analysis is that women are marginalized in all aspects of Sudanese life. There clearly needs to be greater equity applied in access to and control of resources and benefits as well more equal participation at all levels of decision making. Therefore, the conclusion reached is that such gender issues are inherent parts of all of the sectors that will be impacted by USAID's revised ISP: food security, governance, access to basic social services (health, education, water and sanitation) and the peace process. USAID needs to address these factors in order to help bring about positive and sustainable impact in its assistance program. (See Annex D for a summary of the gender analysis).

## **B. OTHER TECHNICAL SUPPORT AREAS**

As pointed out elsewhere in this report, Development Associates provided administrative, logistical and technical support in a variety of areas related to the revision of the Sudan ISP. In addition to recruiting the logistician, Mr. George Osoo Mito, and as just described above, Development Associates recruited the international gender expert, Ms. Miriam W. Gachago, plus two local gender consultants, Ms. Zeinas Abbas Badawi and Ms. Joyce Janda. All played active roles in the formulation of USAID's gender assessment.

Development Associates also hired two Sudanese health experts, Dr. Dau Aleer and Dr. Michael Mabor, to work with and accompany the two sections of the health assessment team. Dr. Aleer then attended the Rumbek conference to present the health team's overall findings and recommendations.

Finally, because there did not appear to be a local consultant readily available that was knowledgeable about conflict vulnerability conditions in southern Sudan, Development Associates worked collaboratively with Pact, a U.S. NGO that was under contract with USAID to manage a Sudan Peace Fund, to borrow the services of a capable Sudanese employee, Mr. Sam Lony. Mr. Lony accompanied one of the conflict vulnerability assessment teams to parts of southern Sudan and ably assisted in the gathering of information and interviewing of contacts.

In all of the technical support described above, Development Associates negotiated salaries with the individual consultants based on their qualifications and earnings history. The only exception was Sam Lony, who continued to be paid by Pact under its separate contract with USAID. Development Associates then paid each consultant his/her salary after their satisfactory performances of services and per diems plus other expenses based on the presentation of adequate documentation and receipts. Every effort was made to stay within the agreed upon total budget.

Development Associates handled all of the financial arrangements in its areas of responsibility under this IQC task order. The team leader procured services and made payments as appropriate and as described above. In many cases, payment in U.S. dollars was the only means of commerce in the unstructured financial situation of southern Sudan and even in Kenya. In other cases, especially for the larger bills, Development Associates used wire transfer payments to the vendors' designated bank accounts. For other situations, such as the individual air charter seats, Development Associates stayed with the tried and proven billing method used between

WFP/OLS and USAID, thereby achieving savings with the lower charges. The team leader obtained permission from the USAID for this procedure, but provided detailed documentation to REDSO's Non-Presence Country (NPC) Office at the end of his work in Kenya to show which charges should properly be billed against this task order, thereby facilitating the eventual certification by the Cognizant Technical Officer (CTO).

#### **IV. CONCLUSIONS**

The overall logistics and support purposes of this task order were achieved due to the quick starting ability and experience of Development Associates and its team as well as the excellent cooperation of USAID, especially REDSO's NPC Office. However, the scope of work and role of this contractor were greatly reduced reportedly due to concerns by some in USAID about costs and perhaps other factors. While one might normally agree that USAID itself should be responsible for certain core functions like program planning, the reality is that at present USAID is very over burdened in its duties as well as short-staffed in trying to carry them out. Also, pulling in numerous direct hire and contract staff from numerous other offices to handle what could have been a turn-key job by a contractor had to disrupt those other functions and may have been equally if not more expensive when considering all of the other OE and program resources drawn upon.

When USAID/Nairobi hires a contractor to work closely with internal Mission offices and over a reasonable period of time, it needs to re-think its current practice of requiring escorts for those contractors. While no one is minimizing the importance of security in this day and age, the new system in place is inefficient and costly in the use of USAID and contractor time. This current practice results in unnecessary down time while contractors are waiting and it also imposes on very busy USAID staff when contractors need to be accompanied to enter the building or to go from one office to another in order to conduct USAID-approved and funded business. The picture and logic of local cleaning force staff, with minimal clearances, having free access to the building or being used as escorts while U.S. citizen contractors, many with long years of prior USG service and high level clearances, not being given access, boggles the mind. A more common sense and individualized approach would be in order and better serve USAID's interests.

Finally, Development Associates applauds USAID's efforts in the design of the revised Sudan ISP. The long-standing conflict in Sudan and the human tragedy resulting from years of government mismanagement, conflict and natural calamities has to be one of the saddest stories in the developing world. To its credit, USAID appears to be well on its way to crafting an updated assistance strategy to take account of a potential peace, make the transition from relief to development and put more of the responsibilities back on the shoulders of the Sudanese authorities and civil societies. Development Associates wishes USAID and the Sudanese people every success in this worthy endeavor.

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## ANNEXES

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# ANNEX A

## SCOPE OF WORK

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### I. BACKGROUND

USAID's strategic planning guidelines as outlined in its Automated Directives System (ADS) emphasize greater strategic coordination. This trend toward increased coordination has characterized implementation of the U.S. Government Integrated Strategic Plan from 2000 – 2002 in Sudan.

The horrific attacks of September 11, 2002, in Washington and New York resulted the Government of Sudan willingness to cooperate in counter-terrorism, and a thawing of relations between Khartoum and Washington which has triggered U.S. re-engagement in the peace process, and the most significant breakthrough in the process (in Machakos, Kenya, in July 2002) in eight years.

Since 1994 the U.S. relief program has tried to reduce dependency on humanitarian relief by shifting to a development assistance approach, putting greater emphasis on local capacity building, grassroots conflict resolution, rehabilitation to expand food production, reinvigorating markets and encouraging resettlement in stable areas. Activities supported by USAID have included grassroots dialogue, governance training, HIV/AIDS sero-prevalance study, seed production, road rehabilitation projects, and the establishment of barter shops, food markets, and cooperatives. While a greater emphasis has been put on self-reliance, by encouraging and helping Sudanese to take charge of their own development and meet local needs with local resources to the extent feasible, the opportunity to foster a rapid transition to peace may be possible if the anticipated comprehensive peace plan between the SPLA and GOS is secured.

Several formidable obstacles remain, inhibiting a more rapid shift to a more robust political and economic transition. The capacity of Sudanese living in rural areas to manage economic development has historically been insufficient, while years of conflict have caused a drain of educated Sudanese out of the country. And there are few educational and training facilities in place through which to replace those who have left. The disarray of financial systems in the conflict-ridden areas of Sudan has been a major constraint on efforts to expand markets and a deterrent to increased investment in productive activities.

In the forthcoming Sudan Integrated Strategic Plan (ISP) revision, scheduled to take place between January and May 2003, USAID seeks to identify and articulate: a) a firmer foundation on which to foster transition through more strategic investments in governance, basic education, agriculture, peace building, infrastructure, economic rehabilitation and health; and b) a more strategic focus in coordinating USG transition planning and implementation (including resource allocation decisions). Revising the ISP will provide the coordinating framework for various stakeholders and partners to make critical input on strategy and activity priorities in Sudan.

A design plan for the Sudan ISP has been produced and is attached to this Statement of Work.

USAID staff will be responsible for drafting and completing the following documents for the Sudan ISP:

- A Concept Paper for the parameter-setting process (completed on December 23).
- A parameters cable from Washington to the field setting out strategic parameters as per the Automated Directives Systems (ADS) requirements.
- Required supporting analyses (including executive summaries):  
Gender Analysis;  
Conflict Vulnerability Analysis;  
Environmental Threats and Opportunities Analysis.
- Other desired supporting analyses (including executive summaries):  
Health Sector Analysis;  
Food Security Analysis;  
Social Soundness Analysis.
- Strategic planning workshop with Sudanese stakeholders inside Sudan to gain their perspectives on appropriate areas of investment, objectives, results, and indicators.
- A draft Integrated Strategic Plan document that meets all requirements of USAID's ADS and reflects input from USG departments providing assistance in Sudan, implementing partners, and Sudanese stakeholders.
- An ISP review process in the field.
- An ISP review process in Washington leading to approval of the ISP.
- A management contract cable from Washington to the field, approving the strategic plan and laying out the terms of the management contract as per the ADS.

## **II. TASK ORDER SERVICES**

This is a Level of Effort Task Order, not to exceed \$186,000. The contractor shall provide the following services:

### **TASK 1: PROVIDE LOGISTICS AND FACILITATION FOR ISP ANALYSIS AND ASSESSMENTS AND FOR STRATEGIC PLANNING WORKSHOPS IN SUDAN AND KENYA**

- a. Provide one ISP Logistical Coordinator, hired locally in Kenya, who is knowledgeable about logistics in Sudan and can coordinate completion of all tasks.
- b. Coordinate the logistics for all the field work, including air charters, ground transport, hotels; pay per diems to Sudanese staff hired for the assessments.

- c. Produce and deliver ISP logistics timeline.
- d. Compile background materials for the technical analyses (many of these are on file with REDSO and OFDA/ARO offices).
- f. Organize all ISP-related travel into and around Sudan.
- g. Hire air charters for transport of all assessment teams and all 40 participants in a three-day strategic planning workshop with Sudanese counterparts in southern Sudan, probably Rumbek or Yambio.
- h. Hire conference room and teas/coffees/lunch for a two-day strategic planning workshop with implementing partners in Nairobi, Kenya.

**TASK 2: PROVIDE SPECIFIED TECHNICAL SERVICES FOR ISP ASSESSMENTS AND ANALYSES**

- a. Identify and hire international and local technical experts for the technical analyses as follows:
  - one international gender expert for the Gender Analysis.
  - one Logistician.
  - two Sudanese gender experts for the Gender Analysis, one for northern Sudan and one for southern Sudan.
  - two Sudanese democracy/conflict prevention experts for the Conflict Vulnerability Analysis, one for northern Sudan and one for southern Sudan.
  - two southern Sudanese health experts for the Health Assessment.
- b. As a level of effort task order, USAID reserves the right to reduce the level of effort of any particular labor category. Also, US-based experts should visit USAID/Washington for briefings prior to travel to the field. These briefings can be arranged by the CTO.

**III. DELIVERABLES**

- 1. A detailed logistics work-plan and timeline for all logistics associated with the 2 strategic planning workshops and the gender, CVA, and health analyses, NLT January 15
- 2. Successful completion of field work for the gender, CVA, and health analyses, NLT February 3
- 3. Successful completion of 2 strategic planning workshops, one in southern Sudan, one in Nairobi, NLT February 20

## **IV. TIMETABLE/TENTATIVE SCHEDULE**

A tentative timetable is as follows:

January 2003: Washington provides parameters; analyses started

- 10 Logistics Coordinator (ISP Contractor) starts work in Nairobi
- 14 ISP Contractor delivers Work Plan
- 16 Health Analysis Team Arrives in Nairobi
- 18 Health Analysis Team Departs for Sudan
- 23 CVA and Gender Analysis Teams Arrive in Nairobi
- 25 CVA and Gender Analysis Teams Depart for Sudan
- 27 Washington Parameters Meeting
- 28 Health Analysis Team begins drafting
- 30 Health Analysis Team returns to Nairobi

February: Analyses completed; strategic planning meetings with Sudanese; ISP drafted

- 03 First Draft Health Analysis Submitted to REDSO
- 04-05 Review Draft Analyses
- 04 CVA and Gender Analysis Teams begin drafting
- 06 CVA and Gender Analysis Teams return to Nairobi
- 07 Submission of Final Draft Analyses
- 10-14 Strategic Planning Workshop in Sudan
- 19-20 Strategic Planning Workshop in Nairobi
- 24-26 Writing Team produces first draft ISP
- 27 First Draft ISP circulated for field review

March: ISP reviewed in the field and submitted to Washington

- 14 REDSO ISP review
- 27 Final Version to Washington

April: ISP reading in Washington

May: ISP reviewed and approved in Washington

- 14-15 ISP Technical Review in Washington
- 17 ISP Executive Review and Approval
- 18 Management contract cable drafted and circulating for clearance
- 30 Management contract cable approved and issued

## **V. PARAMETERS FOR PROPOSED TECHNICAL SERVICES EXPERTS**

All personnel working in Sudan must have prior approval of the CTO.

### **A. PREFERENCE FOR PRIOR SUDAN EXPERIENCE**

All consultants must have prior experience in Africa, preferably Sudan.

### **B. USAID LIAISON OFFICIALS**

The Cognizant Technical Officer for this contract will be James Walsh, REDSO/ESA/NPC Sudan Development Program Manager. Consultants will also liaise with REDSO/ESA/NPC Sudan Development Program Manager Paul McDermott, Basic Education Program Manager Inez Andrews, Emergency Food Aid Officer Dan Suther, and DCHA/OFDA/ARO Sudan Program Officer Ted Maly. To a lesser extent, consultants will liaise with USAID/Khartoum Office Staff: DCHA/OFDA Senior Humanitarian Advisor David Rhoad and DCHA/OFDA Emergency Program Officer Jacque Poole-Galdas.

### **C. WORK GUIDELINES**

The USAID Liaison Officials will provide programmatic guidance on overall objectives, priorities, and deadlines. General guidance on relevant USAID procedures is provided in USAID directives.

### **D. TITLE**

Logistics and Technical Support Services for the Sudan Integrated Strategic Plan (ISP) Design.

### **E. OBJECTIVE**

Procure facilitation and technical services to guide the Sudan strategy revision. While USAID staff will take responsibility for production of the ISP document and of specific analyses, the contractor will facilitate logistics for all assessments and participatory strategic planning workshops in Sudan and in Kenya and will provide specific local or international technical advisors to join the assessment teams for certain analyses.

### **F. REPORTS**

The evaluation team will submit a brief final report upon completion of the tasks.

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## **ANNEX B**

### **LIST OF PARTICIPANTS AT THE RUMBEEK CONFERENCE**

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#### **SUDAN CIVIL SOCIETY**

Mary Nyaulang  
Acuil Banggol  
Dr. Dau Aleer  
Agray Masale  
Alfred Lokuji  
Malik Doka  
Luka Biong Deng  
John Luk Jok  
June Malet  
James Ninreyu  
Sara Nykuoth  
Dong Samuel Luak  
Peter Nyot Kok  
Awut Deng  
James Koung  
Louis Lebong

#### **SUDANESE AUTHORITIES**

Daniel Awet  
Henry Lodu  
Deng Alor  
Philip Thon Leek  
Anne Itto  
Michael Makuei  
Arop Moyak  
Johnson Juma  
Daniel Deng Monydit  
Neroun Philip  
Mubarak Moktar  
Ruben Madol  
Arthur Akuein  
Paul Macuei  
Morris Lokule  
Alfred Deng Aluk  
Justin Makuac  
Murwel Majok  
Gibson Ngoro  
Daniel Wani  
Jaden Tongun

## **USAID**

Andrew Sisson  
Flynn Fuller  
Brian D'Silva  
Shirley Erves  
James Walsh  
Ruth Buckley  
Alfred Nakatsuma  
Paul McDermott  
Sara Brewer  
Dan Suther  
Bob Leavitt  
Inez Andrews  
Jennifer Mulli  
Wanjiku Muhato  
Wendy Marshall  
Mary Hobbs  
David Rhoad  
Eric Kagame

## **TECHNICAL ADVISORS**

Dennis M. Chandler  
Miriam Gachago  
Tom Catterson  
Joyce Janda  
Terry Lyons

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## ANNEX C

### LIST OF PARTICIPANTS AT THE NAIROBI CONFERENCE

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#### **NORTHERN PARTNERS**

SC/US - David Bourns  
UNICEF/OLS – Mima Perisic  
UNICEF - K. Ramachandran  
UNICEF – Ershad Karim  
UNOCHA – Aden Ali  
WFP - Stefano Porretti

#### **SOUTHERN PARTNERS**

WFP - Barbara van Logchen  
CARE - Jeff Seed  
IRC - Adele Sowinska  
IRC – Patrick McLeish  
CRS – Vincent Langdon-Morris

#### **SOUTHERN PARTNERS**

UNHCR – Oliver Beer  
ARC – Janet Meyers  
Samaritan's Purse – Roger Sandberg  
NPA - Ken Miller  
PACT - Paul Murphy  
Chemonics - Lief Doerring  
CAID - Paul Savage  
IOM – Charles Kwenin  
IOM – McClain P. Edwin  
IOM – Mio Sato  
VSF-G – Willi Duehnen  
World Vision – Thomas Mulhearn

## **USG STAFF**

### ***Washington***

DCHA/DG - Wendy Marshall

AFR/DP - Ruth Buckley

DCHA/OTI - Larry Meserve

DCHA/OTI - Sara Brewer

### ***Khartoum***

USAID/Khartoum – David Rhoad

USAID/Khartoum – Haidar Ahmed

USAID/Khartoum – Abdel Rahman

### ***Nairobi***

REDSO - Andrew Sisson

REDSO - Gerry Cashion

Embassy Nairobi – Lisa Peterson

REDSO/FFP – Alex Depnez

REDSO/FFP – Dan Suther

REDSO/FFP – Sal Pinzino

Luca Zampetti

REDSO/NPC - Flynn Fuller

OFDA - Ted Maly

REDSO/PDI – Shirley Erves

REDSO/NPC - Paul McDermott

REDSO/NPC - Inez Andrews

REDSO/NPC – Jennifer Mulli

REDSO/NPC – James Walsh

REDSO/NPC – Stacia George

REDSO/RCO – Yvette Feurtado

REDSO/RLA – Teresa McGhie

REDSO/PHN – Connie Davis

REDSO/CMR - Ned Greeley

## **CONTRACTORS**

Dennis Chandler

Miriam Gachago

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## **ANNEX D**

### **GENDER ANALYSIS**

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Three consultants were hired to join the REDSO/ESA Regional Gender Advisor and the Sudan Education Program Manager in the assessment. Two consultants worked in the North while one consultant and two of the USAID staff worked in the South. The summary of findings was fed into the consultations held with stakeholders in Rumbek and Nairobi.

In addition to examining the social and cultural context, the assessment was done under the four thematic areas where USAID would concentrate its support. These are, governance, basic social services (education, health and water and sanitation), food security, and the peace process. Gender issues will be taken into account in the development of the ISP with a view to having them addressed within all the sectors.

In summary the following were the emerging issues:

#### **CULTURE AND TRADITION**

Culture and tradition in Sudan relegates women to positions of minors where they are deemed to have no capacity to look after themselves. Male relatives therefore are expected to provide security and resources. In the predominantly Muslim North this is complicated further by the existence of Sharia law that heavily curtails the mobility of women. The existence of long-term conflict in the south has caused many families to be internally displaced resulting to the mixing of the northern and southern cultures. For example, female genital mutilation that only existed in the north is being adopted by the Internally Displaced Persons (IDPs) from the south as a way of seeking acceptance and recognition in the north.

It was however noted in the south that due to the war situation, women have been able to perform activities that would normally be only performed by men. This has necessitated them to gain new skills and competencies. The women have also become heads of households requiring them to make decisions and implement them. They feel that they should not lose the gains that they have made and will try to protect them without causing too much social conflict.

#### **POLITICS AND GOVERNANCE**

Overall, there is evidence that women have a very low status both in private and public spheres. There is a general lack of women's representation in public life. In the north the, token representation is carefully selected and is used by the government to counter the effect of women activists. In the south, the SPLM has effected a policy to ensure at least 25% women representation in all sectors, but this has not been implemented in practice. This featured heavily in the consultations and it was agreed that for meaningful development to occur women and men have to be consciously engaged in governance at all levels of society. This will be carefully monitored within the USAID program.

## **AGRICULTURE AND FOOD SECURITY**

Despite the wealth of natural resources, Sudan continues to be a food insecure country due to conflict and lack of consistent policies. In the north, the government has mainly supported irrigated and mechanized agriculture, leaving the bulk of small holder farmers unserved. Women barely participate in economic activities because of the restrictions in their mobility and the belief that women should be confined in the household. While there are departures from this in many rural populations, women participation is still very low.

In the south, there is basically no government support and the agricultural infrastructure has broken down. Due to the conflict, women are the majority of farmers. Access to land is not a major issue at the moment but with the expected return of IDPs and refugees there will be need to address the issue on a long-term perspective. Dependence on natural resources is currently very high and collection of gum Arabica and processing of Lulu oil are major activities for women. Marketing has however has been a major bottleneck and needs to be addressed.

## **BASIC SOCIAL SERVICES**

Due to the situation of conflict, the provision of social services to the population has lagged behind. Both the Northern government and the SPLM have committed most of the resources to the war leaving very little for development.

## **EDUCATION**

More than half of the Sudanese children are out of school and the existing education facilities especially in the south are in a deplorable state. The enrollment rate is very low and this even lower for girls. In North Sudan, the statistics are particularly deceptive because they indicate a marginal difference in enrollments of boys and girls. Most schools are however in the urban areas leaving most of the children in the North and south out of school. Education of girls is not a priority to most families and they re usually married off early in life. The girls who remain in school after primary school however even perform better than the boys do. A new phenomenon has started to emerge where the enrollment of girls in the university is catching up with that of the boys. This explained by the fact that the boys have to go for military service, but it is something to watch.

## **HEALTH**

There are inadequate health facilities in the whole of Sudan, and an uneven health distribution network. The capacity of health workers, especially women, is hardly evident and the management of reproductive health issues is at a crisis due to the lack of trained staff. While there is a substantial number of women health workers in the north, they are concentrated in the lower cadres. Early marriage in the north – affecting girls as young as 9 years old married off to older men – and the concerns about early motherhood is creating serious health concerns at child-birth and contributes to school-drop outs.

Customary practices and denial about the incidence of HIV/AIDS have given rise to a casual approach to the disease. There is an evident lack of knowledge about the epidemic and an inconsistency in information access in a situation where traditional beliefs may exacerbate the

problem. With the reduction or cessation of conflict, it will be important to keep watch over the different groups returning to their places of origin like the demobilized soldiers, IDPs and refugees just in case they in order to curb the spread.

In the north, female genital mutilation (FGM) continues to be practiced widely and is one of the most prevalent health hazards for women of the north. 90% of women have gone through the operation of which 76% have undergone the pharaohnic type, the most severe of the processes. The GOS is indirectly promoting the Sunna method, considered to be a milder for of FGM, but there is no way of monitoring the extent of use. Of great concern is the spread of FGM amongst the IDP population in the north as a way of gaining acceptance and recognition.

## **WATER AND SANITATION**

A great percentage of north Sudan is desert and water is unavailable. Little information exists on the availability of wells and boreholes and other water sources. Fetching water is women's activity and this clearly affects what other activities they can do. In many cases it was cited that women might spend up to 5 hours to get 20 liters of water. This affects the health status of the families due to high incidence of diarrheal diseases. The economic life of the family is equally affected.

Provision and management of water was viewed as one of the areas that could be used to meet the practical and strategic needs of women. In Rumbek, water supply sources are being turned into community resource areas for meetings and other social activities under the management of women and these have been very effective in increasing their decision-making roles and raising their status in the community.

## **THE PEACE PROCESS**

In both the North and the South, women interviewed indicated major concerns with the low or total lack of representation and inclusivity of women in the peace talks. So far, the picture painted of Sudanese women is that of victims of war and not as decision makers in its initiation or its cessation. Northern women have been totally excluded, and in fact, barred, from the talks. They have not participated in the peace negotiations despite intensive lobbying for inclusion. In the South the SPLM has made efforts to include a few selected women after the first round of talks elicited aggressive protests about double standards. Perceptions in the south are that without the inclusion of women from the North, the talks themselves carry very little weight and the inclusion of gender issues within the framework is currently not guaranteed.

## **CONCLUSION**

It is very clear that women are marginalized in all aspects of life in Sudan. The equity principal will need to be applied in access and control of resources and benefits as well as participation at all levels of decision making. It will be important that gender issues are addressed at all levels of planning the USAID program for Sudan in order to make positive and sustainable impact.