

出國報告（出國類別：監督任務）

102 年度  
南蘇丹阿比耶地區難民糧食安全支援計畫  
監督任務返國報告

服務單位：國際合作發展基金會人道援助處 劉玲君

任務期間：民國 102 年 10 月 11 日至 10 月 27 日

報告日期：民國 102 年 11 月 22 日

## 摘要

南蘇丹於 2011 年 7 月 9 日獨立後成為全球最新之國家，獨立後因長年內戰百廢待舉，為彰顯我國人道援助精神，本會於 2011 年南蘇丹獨立後便與美慈組織合作執行「南蘇丹難民農業支援計畫」，計畫執行成效尚稱良好。為擴大我國在東非地區之參與，另依據前揭計畫結案任務結論，本會續與美慈組織合作執行「南蘇丹阿比耶地區難民糧食安全支援計畫」，金額為 50 萬美元，執行期間為 6 個月，目的在協助當地進行園藝作物生產以維持糧食安全，預計受益戶為 2,000 戶。此外配合本會海外服務工作團推動搭配計畫推行短期專案志工，本次另派遣兩名志工赴現地協助計畫執行。

本次派員執行監督任務，除協助兩名志工赴任外，另對美慈組織南蘇丹辦公室進行機構評估。兩名志工適應良好，另美慈組織南蘇丹辦公室對本會各項需求均能配合。未來建議 1. 增加本會海外志工駐地訓練及適任評核機制；2. 搭配計畫派遣短期志工、培養國際發展援助工作者；3. 加強駐外人員人身安全；4. 透過人道援助擴大國際參與；5. 保持聯繫促進後續發展。

南蘇丹坐擁非洲罕見之良好農業生產環境，政府財源 98% 仰賴石油輸出，但境內 80% 以上之民眾以農業生產為生，儘管擁有豐富的自然資源，依據南蘇丹政府所公布的 2011-2013 年國家發展計畫指出，51% 的國民生活在貧窮線之下，國民教育及健康指標均為世界最低，僅有 27% 之成年人口識字，不到 50% 之學齡兒童就學，新生兒死亡率為千分之 102，孕產婦死亡率為千分之 20。我國目前國家施政願景友善國際項目中，宣示應在國際社會上積極扮演人道援助提供者之角色，透過人道關懷精神擴大國際參與，上（2012）年本會偕同外交部人員赴當地執行任務時，其中央政府表示有意發展農業生產，同時美慈組織南蘇丹辦公室亦表示樂意提供本會各項所需協助，建議本計畫於明（2014）年結束後可視當地情勢選擇是否以其他形式延續我國在當地之援助，協助當地進行發展計畫，拓展我國在東非地區之關係。

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## 壹、緣起及任務說明

### 一、緣起

南蘇丹於 2011 年 7 月 9 日獨立後成為全球最新之國家，獨立後因長年內戰百廢待舉，儘管擁有豐富的自然資源，依據南蘇丹政府所公布的 2011-2013 年國家發展計畫指出，51% 的國民生活在貧窮線之下，國民教育及健康指標均為世界最低，僅有 27% 之成年人口識字，不到 50% 之學齡兒童就學，新生兒死亡率為千分之 102，孕產婦死亡率為千分之 20。

為彰顯我國人道援助精神，本會於 2011 年南蘇丹獨立後便與美慈組織合作執行「南蘇丹難民農業支援計畫」，計畫執行成效尚稱良好。為擴大我國在東非地區之參與，另依據前揭計畫結案任務結論，本會續與美慈組織合作執行「南蘇丹阿比耶地區難民糧食安全支援計畫」，金額為 50 萬美元，執行期間為 6 個月，目的在協助當地進行園藝作物生產以維持糧食安全，預計受益戶為 2,000 戶。此外配合本會海外服務工作團推動搭配計畫推行短期專案志工，本次另派遣兩名志工赴現地協助計畫執行。

本會自 2001 年起與美慈組織合作執行計畫，地點計畫遍佈中東、中西南亞、南美洲、加勒比海及非洲等 15 個國家，為使未來雙方合作有參考依據，並確認本會派遣之志工之各項權利義務，於本（102）年 10 月 12 日至 27 日派遣劉玲君小姐前往南蘇丹協助兩名志工赴任安置並拜會當地各計畫利害關係人開啟三方合作。

### 二、任務目標與成果：

目前南蘇丹最新入境簽證規定為非非洲聯盟國家人員須親赴其駐外大使館辦理簽證，爰安排該兩員於肯亞奈洛比轉機並前往南蘇丹駐奈洛比大使館辦理簽證，申請簽證所需期間約為兩天，但由於該國法規不明確，為確保有足夠時間取得簽證，任務於奈洛比停留一周，除辦理入境簽證外，另與美慈組織合作辦理派遣前教育訓練。

任務期間尋求之目標與成果為：

- (一) 提供兩位志工赴任所需之協助；
- (二) 完成派遣前訓練；

- (三) 協助確認兩位志工之工作內容、權利義務與生活條件；
- (四) 對美慈組織南蘇丹辦公室進行機構評估。

## 貳、任務執行情形

### 一、志工赴任協助

#### (一) 簽證、工作證

南蘇丹成立至今僅兩年餘，各式相關法規尚未完備，目前國際人員欲入境當地僅有單次入境簽證及多次入境簽證兩種，簽證有效期限並無明確規定，國際人員入境需有當地註冊公司之邀請函，倘欲於當地工作則另外申請工作許可證。

本會前與美慈組織完成志工派遣協定簽署，倘派遣志工參與美慈組織計畫，將由該組織負責簽證申請及辦理工作證，本次於肯亞奈洛比辦理簽證期間，即由美慈組織提供相關協助。兩名志工申請單次入境簽證，入境後另行辦理工作證，後依據工作證辦理延簽作業。

#### (二) 派遣前教育訓練

本次派遣兩名短期志工至南蘇丹提供服務，除在國內提供專業園藝訓練外，另加強國際發展合作及國際非政府組織相關訓練，並安排兩名志工赴美慈組織肯亞園藝相關計畫進行考察，赴任前訓練時間合計為五天<sup>1</sup>。

兩名短期志工至美慈組織南蘇丹辦公室報到後亦接受為期兩天之教育訓練，包含人身安全、資通訊、財務、差旅及採購各項內部作業訓練，並提供相關系統及帳號密碼供本會志工使用，兩名志工於報到第一天即獲得美慈組織電子郵件帳號及身分識別証，除境內旅行乘坐WFP/UNHAS (United Nation Humanitarian Air Service)航班需有機構識別證外，相關帳號密碼可登入美慈組織線上圖書館查詢資料，另有內部電子郵件方便聯繫工作外，亦可增加員工認同感。

#### (三) 權利義務

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<sup>1</sup> 學員訓練期間心得報告如附件一、二。

1. 休假：考量兩名志工未來派駐地區偏遠且物資缺乏，同時服務單位人員皆享有每工作九週可離開駐地休假九天之福利，爰安排兩名志工服務期滿三個月後得返回首都進行四天休假採買生活所需用品，相關費用包含在計畫款項中。
2. 其他補助：與其他本會海外志工相同享有手機、網路及語言訓練補助，相關費用包含在計畫款項中。
3. 差旅：倘因工作需要返回首都進行會議相關差旅經費經美慈組織安排後相關經費將由計畫內支出。
4. 其他：服務期間之每月生活津貼、國際機票及國際醫療保險由本會負擔。相關權利義務及經費來源於計畫簽署時即與美慈組織達成共識並落實於計畫合作備忘錄中，本次任務期間再次與美慈組織南蘇丹辦公室確認兩名短期志工相關權利義務<sup>2</sup>。

#### (四) 人身安全

美慈組織國家辦公室及地區辦公室分別有負責安全之專職對口人員(focal point)。該名人員專職負責蒐集安全資訊並於危急時期負責安全通報及疏散。安全資訊包含駐地何時何地發生何種意外，相關資訊來源為各大國際組織如聯合國、歐盟或其他國際非政府組織之安全通報網絡<sup>3</sup>。

南蘇丹由 South Sudan NGO Forum<sup>4</sup>專職負責安全通報，提供國境內各地區如發生搶案或道路交通資訊等。倘欲自專職負責國際派遣人員安全之單位獲得相關資訊，抑或是向聯合國登記成為安全通報對象，或向特定單位購買，以 South Sudan NGO Forum 為例，欲加入會員須為國際認證之國際非政府組織，同時繳交年費方得獲得相關資訊<sup>5</sup>。

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<sup>2</sup> 本案計畫合作備忘錄如附件三。

<sup>3</sup> 詳細 Agok 地區安全簡報如附件四。

<sup>4</sup> South Sudan NGO Forum <http://southsudanngoforum.org/>

<sup>5</sup> 每個國家之安全資訊來源不一，依據國家及地區有所不同。如在肯亞，美慈組織自(International NGO Safety Organization, INSO <http://www.ngosafety.org/>)獲得相關安全資訊，由於該組織由 ECHO、瑞士及挪威政府資助經費，不需花費僅需加入會員即可獲得相關安全資訊，但亦需為當地註冊認證之 INGO，並由機構提出加入申請。南蘇丹阿比耶地區則由聯合國臨時安全部隊(United Nation Interim Security Force for Abyei, UNISFA)提供，需先向該單位登記加入安全通報系統。

志工服務地點為蘇丹及南蘇丹邊界阿比耶地區，邊界有零星衝突發生，當地有大量聯合國人員進駐，包含 WFP、OCHA、UNDP 等，美慈組織除自當地各 NGO 及聯合國阿比耶地區臨時安全部隊(UNISFA)取得安全資訊外，另備有撤退計畫，規劃撤退路線，確保緊急撤退時能有充足之交通工具、燃油、食物及飲水。另於任務期間拜會 UNISFA 首席安全顧問，確認緊急情況時將派員協助美慈組織 Agok 基地撤退，同時承諾人道援助工作者接受之安全待遇不因國籍而有差異。

#### (五) 工作規範<sup>6</sup>

本計畫之人員配置為計畫經理一名，旗下配有一名統理員 (Governance Officer) 及一名技術員，三員全為南蘇丹阿比耶地區當地人士。經與美慈組織南蘇丹辦公室協商後，兩名短期志工未來督導人員將為派駐地點之地區辦公室主任 Ms. Judith Lumu。L 女士為烏干達籍，前曾在聯合國世界糧食計畫署(WFP)服務九年，專長為發展議題。未來兩名志工將與計畫經理組成工作團隊，對計畫經理提供專業意見協助計畫推動，除定期向地區辦公室主任報告工作進度外，另需參與每周員工會議，提供技術協助、負責計畫推動並與地方農業單位進行協調。

任務期間亦拜會南蘇丹阿比耶地區農業、動物資源及漁業秘書處處長、聯合國開發計畫署及聯合國人道事務協調廳派駐阿比耶地區辦公室負責人，向各單位介紹兩位志工之身分及未來將扮演之角色。

美慈組織南蘇丹辦公室表示兩名短期志工將完全納入美慈組織體系，為確保兩名志工於服務期間能明確了解應達成之工作項目、並獲得應有之反饋，經與美慈組織協商，未來兩位志工將於服務期滿後接受工作表現評量，相關評量完成將送本會做為參考<sup>7</sup>。

#### (六) 生活條件

兩名志工於服務期間將居住於美慈組織 Agok 地區基地，基地地處偏遠物資取得不易，志工居住在大型野營帳篷中，水源為河水，電力來源為柴油發電機，每日三餐由基地人員共同搭伙，基地內有無線網路，惟當地倘遇大雨道路及網路有中斷可能，但 3G 手機仍可使用。

<sup>6</sup> 志工工作規範書如附件三計畫合作備忘錄中所載。

<sup>7</sup> 工作評量表如附件五。



## (七) 心理調適

本次兩名短期志工工作地點 Agok 辦公室內無我國人員，除約 70 公里外聯合國基地內有少數亞洲人外，鄰近區域無亞洲人士。因此向 Agok 辦公室主任協調，未來倘兩名志工有適應不良之情形，將由駐地督導單位之 L 女士提供支援與輔導。

## 二、美慈駐地機構評估

本會過去與美慈組織合作多以短期小額之緊急援助計畫為主，以人道援助相對基金為合作架構，其中之特色為雙方為相對出資，相對基金為期三年，金額為 50 萬美元，美慈組織保證將相對投入同樣計畫一比一以上之資金，過去雙方合作執行成效良好，合作計畫地點遍布全球 15 個國家。

本會近來執行業務遵循計畫導向原則，倘欲投入資金需相當時間進行前置評估作業，所需之反應時間較長，較難達成國際緊急援助首重快速反應之需求。目前本會人道援助策略為執行災後重建計畫為主，因此調整與美慈組織合作方向，以長期大型災後重建類型計畫目標，本次另搭配海外志工派遣計畫，爰對美慈組織南蘇丹辦公室（以下簡稱 MCSS）進行機構評估，做為未來執行業務之參考。

評估方式為請 MCSS 提出評估所需相關書面資料<sup>8</sup>，並於現地進行訪談，以確認資料正確並補充不足之資訊。評估共分機構表現(Organizational Performance)、外部環境(External Environment)、機構能力(Organizational Capacity)、機構動機(Organizational Motivation) 等四大面向：

### (一)機構表現(Organizational Performance)

#### 1. 有效性(Effectiveness)

MCSS 執行計畫時注重在地化，尊重合作單位之傳統結構，邀請各利害關係人包含受益戶、當地政府或其他贊助者參與計畫討論，並依據社區面臨不同之挑戰調整計畫執行方式。

在計畫啟動前均辦理啟動會議，邀集各利害關係人參與，除確保各方能充分獲得相關資訊外，另蒐集各方意見，確保未來計畫執行

<sup>8</sup> MCSS 提供之機構評估說明如附件六。

順利<sup>9</sup>。此外 MCSS 定期進行計畫檢視、監督及評估，確保當地需求改變時能配合進行調整，並設有監督及評估專員(monitoring and evaluation officer, M&E)確認計畫成效能符合當初所設定之各項指標。

## 2. 效率(Efficiency)

MCSS 團隊目前共有 89 名成員，其中 9 人為國際派遣人員、78 人為當地雇員、2 名為本會志工。除在首都朱巴擁有辦公室外，另在 Bentieu、Agok、Maluakon、Wunrok 以及 Maban 擁有地方辦公室<sup>10</sup>。

MCSS 僅有約一成為國際派遣人員，得以降低人事成本，提升直接用於計畫之經費比例。另因南蘇丹物資取得不易且物價較高，MCSS 與其他 INGO 合作共享辦公室，如在 Agok 之 MCSS 基地即分租予 Global Communities/CHF International，未來朱巴辦公室也將分租予其他機構，除可共同分擔開銷降低固定成本外，另可分享計畫執行經驗，增加執行效率<sup>11</sup>。

## 3. 相關性(Relevance)

MCSS 之組織目標為幫助民眾建立安全、富生產且公正之社區以降低痛苦、貧窮及壓迫<sup>12</sup>。由於鎖定目標族群為當地社區，在執行計畫時為確保符合當地需求，定期邀請計畫各利害關係人參與會議蒐集意見，並與駐在國中央及地方單位保持聯繫，確保計畫在地化及符合當地需求。另有監督及評估團隊定期對計畫進行監控，以便依據現地情勢之轉變調整計畫。

MCSS 積極參與中央與地方之各項協調會議，確保計畫執行順利，在南蘇丹中央單位共有 11 項主要發展援助 cluster，分別為一般協調事務(coordination and common services)、教育(education)、糧食安全及生計(Food security and livelihoods)、健康(health)、物流

<sup>9</sup> 本計畫之啟動會議簡報如附件七。

<sup>10</sup> MCSS 組織架構圖及人員配置如附件八。

<sup>11</sup> MCSS 之固定經費支出情形可參考附件三合作備忘錄中之計畫預算表。

<sup>12</sup> Mission of Mercy Corps: Alleviate suffering, poverty and oppression by helping people build secure, productive and just communities.

(logistics)、採礦(Mine action)、複合項目(multi-cluster)、非糧食物資發放及緊急安置所(NFI and emergency shelter)、營養(nutrition)、保護(protection)以及供水衛生(water, sanitation and hygiene)。

MCSS 固定出席相關會議，與政府單位及其他組織交換經驗，協助計畫推廣，其中糧食安全及生計 cluster 由 MCSS 主持，協助各單位在南蘇丹推動相關計畫，確保機構方向符合當地發展政策。

#### 4. 財務能力(Financial Viability)

美慈組織架構為地方分權，由各國家團隊自行擬定發展策略及招募人員，惟申請經費時須透過波特蘭總部向各大機構申請。各計畫資金係專款專用，倘計畫與計畫間無法銜接導致欠缺經費維持團隊基本運作，將自波特蘭總部申請核心資金(core funding)。核心資金來由有二，一為不指定用途之贈款，一為各捐贈計畫皆包含 15% 之間接費用，該筆費用便為美慈組織之核心資金。

目前 MCSS 財務來源包含本會、ECHO、USAID/OFDA、UN/WFP、CHF/UNDP、南蘇丹農業部及世界銀行。2013 年目前所獲資金為 5,113,806 美元。其中 CHF/UNDP 在南蘇丹投入緊急教育方面之資金以 MCSS 獲贈最多，另就糧食安全方面 MCSS 獲得多項延續性贈款（其中包含本會）。（詳細統計數據請詳下表）

<b>MCSS 2013 Reporting Funding<sup>13</sup></b>		
Report as of 29-October-2013		
<b>Donor</b>	<b>Description</b>	<b>Funding** USD</b>
Common Humanitarian Fund	Provision of emergency education in response to conflict and disaster	490,000
Common Humanitarian Fund	Provision of Emergency Education in Response to Conflict and Disaster.	373,698
Common Humanitarian Fund	Support Agricultural Livelihoods and Productive Safety-Nets for Vulnerable Household in Unity, NBeG, Warrap States and Abyei Administration	530,000

<sup>13</sup> 資料來源 OCHA Financial Tracking Service

[http://fts.unocha.org/reports/daily/ocha\\_R10c\\_C898\\_Y2013\\_asof\\_\\_\\_1310290300.pdf](http://fts.unocha.org/reports/daily/ocha_R10c_C898_Y2013_asof___1310290300.pdf)

	Area.	
European Commission Humanitarian Aid Office	Emergency Assistance for Conflict affected Population of Abyei (EACPA) (ECHO/-AF/BUD/2012/91049)	1,628,223
Republic of South Sudan	Emergency Food Crisis Response Project, Maban, Upper Nile. (Funded by the Ministry of Agriculture and the World Bank)	499,983
United States of America	Agriculture and Food Security, ERMS (USAID/OFDA)	1,091,902
TaiwanICDF	Food Security Assistance for IDPs, Returnees and Host Communities in Abyei Area	500,000
Total		5,113,806

雖然 MCSS 策略為尋求長期大額贈款，但目前除聯合國體系下之機構如 FAO、WFP、UNICEF 等機構有能力提供單筆超過百萬美元之贈款外，有能力提供長期大額贈款之機構或國家為少數，相對小額贈款之重要性將增加。

## (二)外部環境(External Environment)

南蘇丹目前政治、經濟、法律、行政等體系仍未完備，包含簽證申請、機構設立、各式規費等規定皆模糊不清，增加作業時間及成本。政治情況亦尚未穩定，南蘇丹總統基爾(Salva Kiir)頃於今年7月間解散內閣並免職副總統馬查爾(Riek Machar)，MCSS 當時請員工在家工作，避免衝突發生影響員工人身安全。

南蘇丹 98%之國家收入來自石油，上年因與蘇丹談判觸礁，原油無法順利輸出，導致 GDP 大幅下滑 55%，同年通貨膨脹率達 79%。不同於北方信奉回教，南蘇丹境內多信奉基督教或當地傳統信仰，因此邊界地區衝突較多。此外因連年內戰，當地極度欠缺基礎建設，全國目前僅有 60 公里道路，交通運輸極為不便，雨季時道路中斷導致邊陲地區物價高漲，對經濟活動有很大影響。

以上因素造成 MCSS 在執行計畫時的困難，物價波動導致預算編列不易，如上年本會人員執行任務時自首都赴 Agok 之機票票價為 400 美

元，本年為 800 美元。此外燃油、資材等價格亦經常變動，品質參差不齊，攤商於 Agok 市集販賣之燃油參雜清水以賺取額外利潤，造成車輛拋錨或永久性損害，倘欲自鄰近地區購買品質較好之燃油，因欠缺基礎建設不僅使得物資取得不易，運輸費用亦將提高成本，外部環境增加 MCSS 推動計畫之困難。

### (三)機構能力(Organizational Capacity)

MCSS 由國家主任、國家副主任、國家財務經理及國家業務經理組成資深管理團隊，團隊成員主要為國際派遣人員，在業務執行上具有相當經驗。各計畫則由計畫經理主導，向地區辦公室主任回報執行進度，此外機構並對人員進行相關訓練，確保業務執行品質。

MCSS 透過總部尋求資金，2012-2013 年所獲贈款超過 1 千萬美元，目前策略規劃為首先對難民提供第一線緊急援助，第二步為提升經濟發展及社區投資，最終希望建立社區對災害之應變能力。以上策略依據計畫管理進行設計，建立出具體目標及時程進度，確保能按照規劃推動業務<sup>14</sup>。

### (四)機構動機(Organizational Motivation)

美慈組織認為災難發生後為介入並改變現況之良好時機，透過由社區主導且市場驅動的解決方案，期望能建立災民的長期應變能力。目前 MCSS 著重在解決南蘇丹第一線難民之緊急援助，希望透過上述方式，逐漸自緊急援助進入到災後重建，待災民有足夠之應變能力，就是 MCSS 能自南蘇丹援助工作畢業的時候。

## 參、結論

### 一、兩名短期志工適任性

本次派遣之兩名志工范員及許員資格前經書面審核及面試通過，一名志工負責能力建構、另一名負責園藝技術協助。該兩員雖皆有海外工作經驗<sup>15</sup>，

<sup>14</sup> MCSS 年度策略如附件九。

<sup>15</sup> 范員前曾在聖文森擔任本會一年期海外志工，服務單位為漁業司，負責項目為環境保護，另曾接受本會志工協調人訓練，亦於會內投資融資處工作近一年，未來將負責能力建構。許員為園藝碩士，為海外替代役男，服務地點為瓜地馬拉北碇木瓜計畫，未來將負責園藝技術協助。

但在國際發展援助相關知識上略顯不足，訓練期間對國際發展援助潮流及國際合作表現興趣。

兩員對於志願服務之理念略有不同，訓練期間加強對志願服務及合作單位之介紹，使該兩員更加清楚工作規範及未來屬性定位。

派駐地點生活環境條件不佳，派遣前即周知相關資訊，抵達駐地後兩員適應程度尚稱良好，無反彈出現。

## 二、MCSS 對本會志工所提供之配合事項

### (一)教育訓練

美慈組織於志工報到後即展開相關教育訓練，詳細解說內部作業流程，並提供可登入內部資料庫之帳號密碼及電子郵件信箱。內部教育訓練可減少志工未來服務期間因不清楚相關規定所造成之工作障礙，線上資料庫與電子郵件信箱帳號可協助兩名志工執行業務，並增加認同感。

### (二)安全資訊

任務期間發現美慈組織擁有即時且多元之安全資訊，來源包含聯合國體系之通報、專職負責 NGO 安全之機構以及國際醫療保險公司<sup>16</sup>，由組織指定人員彙整各式安全資訊，提供予組織內部其他人員參考，包含劃分安全區域、標示禁止出入之地區、宵禁時段、建議之交通方式等，可確保組織內部人員人身安全。

### (三)工作表現評核

經與 MCSS 協調，兩名志工將接受工作表現評量，此舉可確保志工服務品質及使志工能獲得適當工作反饋。進行工作評核需要志工與督導單位有緊密之合作，未來 MCSS Agok 辦公室主任 L 女士將擔任此職，L 女士期待兩位志工為工作團隊提供目前所沒有之技術協助，同時表示希望雙方能互相交流學習，提升雙方能力。

## 三、MCSS 機構評估

美慈組織在南蘇丹境內為知名人道援助組織，其年度執行計畫金額 5,113,806 美元在南蘇丹稱中上，其他知名 INGO 如 World Vision South Sudan

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<sup>16</sup> 查 INGO 國際派遣人員多使用 International SOS 國際醫療保險，ISOS 所提供之服務除醫療保險外，另包含行前準備資訊，內含 1. 國家旅行、安全及風險資訊；2. 國家醫療及旅行線上簡介；3. 緊急即時電子郵件通知當地情勢變遷。

2013 年目前年度計畫執行金額為 19,782,632 美元、Care International 為 18,618,731 美元、Goal 為 15,720,861 美元<sup>17</sup>。

MCSS 機構在計畫執行部分細節如報告精確度及提報時效等確有可進步空間，惟考量南蘇丹外部情況艱困增加計畫執行困難度，另任務期間美慈對本會派遣志工展現高度配合力，並且樂意分享組織各項資訊，認同我國在國際上之地位，表示人道援助不分國界，樂意為我引介相關人士，另與本會有長期合作關係，雙方有一定程度共識，尚稱適格之合作伙伴。

#### 四、未來合作

本會自 2006 年起與美慈組織合作兩期人道援助相對基金，於合作備忘錄中載明”the Fund shall take a matching, “dollar-to-dollar” structure”以及”each amount contributed to the Fund by the TaiwanICDF shall be matched by Mercy Corps from other donor sources such as, but not limited to, private, government and institutional grants”<sup>18</sup>。

美慈組織表示倘欲尋求一比一相對資金，當接獲本會表示願意資助某項計畫，美慈必需另行尋求其他願意資助「相同」金額之捐贈者，將造成準備時間過長，不適合用於緊急援助計畫。過去本會之投入，美慈相對提出之資金多高於本會之資金，細究其原因，國際間大型機構如 ECHO 向 INGO 提供捐贈時至多提供計畫金額之 75%，目的在培養 INGO 自行募款之能力。因此當美慈組織向本會提案時，多已獲得其他機構提供之資金，得以符合相對基金之要求。

本會提供人道援助贈款時，期望合作單位也能有相對投入，因此在協商過程中向 MCSS 提及是否能量化美慈方面之貢獻。以本計畫為例，除計

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<sup>17</sup> WV South Sudan 資金來源包含日本及美國之政府援助，另有 WFP、CHF/UNDP 之資金，超過半數為民間募款；Care International 資金來源包含澳洲、加拿大、德國、愛爾蘭、荷蘭、瑞典、英國、美國政府援助，另有 CHF/UNDP 及世界銀行資金，其中政府資金單筆多為一百萬以下；GOAL 資金來源包含愛爾蘭、英國、美國政府資金，另有 CHF/UNDP、ECHO 及世界銀行。資料來源 OCHA Financial Tracking Services [http://fts.unocha.org/reports/daily/ocha\\_R10c\\_C898\\_Y2013\\_asof\\_\\_1310310301.xls](http://fts.unocha.org/reports/daily/ocha_R10c_C898_Y2013_asof__1310310301.xls)

<sup>18</sup> Humanitarian Cooperation Fund Memorandum of Understanding between Mercy Corps and TaiwanICDF, Article 2.1: Establishment of the Fund: The Fund will be established by November, 2009 following the co-signing of this MOU. The TaiwanICDF shall contribute a minimum initial commitment of US\$500,000, to be disbursed in installments over a period not longer than three years from the point at which the Fund is established. Monies used from the Fund shall take a matching, “dollar-to-dollar” structure, and both parties agree that after the Fund is allocated to a specific humanitarian purpose, each amount contributed to the Fund by the TaiwanICDF shall be matched by Mercy Corps from other donor sources such as, but not limited to, private, government and institutional grants. The TaiwanICDF commitment to the Fund shall be held in a bank account in the United States, registered in the name of Mercy Corps and restricted for use of this fund.

畫直接成本外，計畫執行由 Agok 辦公室負責，爰本會分攤 Agok 辦公室 25% 之固定成本，另分攤首都辦公室 15% 之固定成本，剩餘固定成本即為 MCSS 對本計畫之貢獻。惟美慈組織表示，因各團隊獲得資金挹注時間不定，計畫分攤之比例不定，無法將相關模式套用至未來合作。

查美慈組織資金來源皆為民間募款或向其他國際組織申請計畫經費，自身並無經費可作為投入。本會計畫經費相對較小，所分攤之固定成本亦低於其他大型計畫，但在計畫執行時皆能享有美慈全部團隊之支援，惟礙於財務結構美慈組織無法具體量化其他投入。目前本會刻正撰擬合作伙伴架構備忘錄，預計將於備忘錄中載明，請合作單位列出相同計畫之其他經費投入來源與金額，做為合作伙伴投入之參考。

此外美慈組織相當重視本次本會派遣專業志工參與計畫執行之合作模式，美慈組織過去與其他機構合作時未曾有過類似經驗，該組織亦非常重視本會在農業領域之專業及國際援助之實務經驗，未來雙方合作時可將農業專業評估人員參與計畫之相關條件及費用包含於合作計畫中，深化雙方合作，並提升我國人員參與國際發展計畫之機會，培育相關人才。

## 肆、建議事項

### 一、增加本會海外志工駐地訓練及適任評核機制

本會海外志工於服務期間需檢據向本會辦理核銷業務，另休假、使用國際機票等業務亦需向本會申請，目前雖於派遣前教育訓練中涵蓋以上項目之說明，惟實際執行時仍有部分細節需由駐地督導單位講解，建議未來本會海外志工增加駐地教育訓練，降低業務執行時之爭議，提昇工作效率。

另目前本會海外服務工作團於團員規章中雖有註明本會可主動縮短志工服務期間<sup>19</sup>，惟目前尚無志工適任評核機制，無法明確客觀評斷志工是否適任，建議未來各地派遣志工協調人後，可與志工服務單位進行溝通，逐步建立海外志工適任評核機制，不僅使績優志工能獲得表揚及適當反饋，亦可藉以淘汰不適任之志工，增加業務效率。

### 二、搭配計畫派遣短期志工、培養國際發展援助工作者

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<sup>19</sup> 本會海外志願服務者管理要點第 25 點：服務契約提前終止之處理方式。



本會辦理志工業務目的在拓展青年國際視野並增加國際交流，本計畫為本會首次派遣志工至美慈組織提供服務，希望透過人員派遣加深雙方合作並增進當地居民對本會及我國之瞭解，透過 MCSS 之訓練，提升我國青年從事國際發展工作之能力。

美慈組織目前僅有相當少數之志工，多為實習生計畫。美慈組織將實習生需求公告後進行甄選，美慈組織提供住宿及辦公用品，由實習生自行負責機票及生活開銷(但依據每人特質或職缺需求有所不同，如南蘇丹的實習生機票由美慈組織負責)。實習期間多為三個月，負責業務多為行政文書處理、一般研究及 M&E，申請實習的人員多半對未來從事國際援助業務有興趣，倘實習期間表現良好，對未來申請美慈組織之工作有幫助。建議未來可增加本會專案短期志工之數量，培訓有志從事國際發展工作之青年。

### 三、駐外人員人身安全

過去本會海外志工曾表示駐地安全資訊不足，志工安全事件屢屢有聞，本會已加強海外志工人身安全之相關宣導。我駐外單位安全資訊來源明顯少於其他國際組織或 INGO，除因遭聯合國體系機構排除在外之故，另專職負責安全資訊之機構多需駐在國認證之 INGO 方得加入獲得相關資訊。以 South Sudan NGO Forum 為例，欲加入成為會員尚須符合以下條件：1.非政府、非營利、非政治、非信仰相關機構，專為蘇丹提供人道或發展援助；2.需在南蘇丹境內有全職代表；3.完成註冊程序並提供該組織所需之各項機構基本資料；4.完成在南蘇丹境內之 NGO 註冊；5.在固定期限內繳交年費；6.通過該組織之審查；7.願意接受南蘇丹法律管轄。

本會不符合非政府組織之需求條件，惟獲得國際醫療保險公司之安全資訊不需符合非政府組織之條件，查美慈組織全球駐外人員係使用 International SOS 國際醫療保險，除醫療保險給付及全球緊急就援外，另提供駐地行前準備資訊服務，內含 1.國家旅行、安全及風險資訊；2.國家醫療及旅行線上簡介；3. 緊急即時電子郵件通知當地情勢變遷。建議未來可請本會國際醫療保險公司提供相關服務。

### 四、透過人道援助擴大國際參與

任務期間透過 MCSS 安排拜會地方政府及聯合國人道事務協調廳、聯合國開發計畫署及聯合國臨時安全部隊位於阿比耶地區之辦公室，對方承諾人道援助不分國籍，倘欲緊急情況我方人員將被納入保護範圍之內。目前國際經濟環境並不景氣，美國財政緊縮、歐盟部分成員國飽受歐債危機困擾，國際人道援助資金下滑，INGO 欲尋求長期大型資金挹注較以往困難，相對小額之贈款對 INGO 越形重要。本會人道援助資金維持一定水準，目前亦刻正撰擬合作伙伴架構備忘錄，未來預計與其他 INGO 建立伙伴關係，可透過資助 INGO 執行人道援助計畫，加強我方介入國際環境的程度。

我國目前國家施政願景友善國際項目中，宣示應在國際社會上積極扮演人道援助提供者之角色，透過人道關懷精神擴大國際參與，逐步爭取參與聯合國專門機構及功能性機制。建議未來可以發展工作者之角色爭取取得聯合國安全資訊，除保障駐外人員之人身安全外，另可提升我參與國際活動之程度。配合推動正當、合法、有效之援外政策，輔以志工派遣發揚我國軟實力，提升國家形象及我國在國際間之影響力，以達成擴大國際合作、回饋國際社會、發揮人道關懷之目標。

## 五、保持聯繫促進後續發展

人道援助定義係為人類提供生存所必需之項目，可粗分為三階段，災難發生後首先提供緊急援助，緊急情況結束後進入重建援助，最後期望協助當地進行長期發展。本會在南蘇丹獨立兩個月後即提供緊急援助，目前已進入到災後重建階段。

南蘇丹坐擁非洲罕見之良好農業生產環境，政府財源主要仰賴石油輸出，但境內 80% 以上之民眾以農業生產為生，其中央政府有意發展農業生產。MCSS 亦表示樂意提供本會各項所需協助，建議計畫結束後可視當地情勢選擇是否以其他形式延續我國在當地之援助，協助當地進行發展計畫，拓展我國在東非地區之關係。

## 伍、任務成員名單

美慈組織南蘇丹辦公室國家副主任 Mr. Amanuel Dibaba

美慈組織南蘇丹辦公室國家業務經理 Mr. Anthony Lescossis

美慈組織南蘇丹 Agok 辦公室主任 Ms. Judith Lumu

本會人道援助處劉玲君

海外服務工作團團員范震華

海外服務工作團團員許家偉

陸、 考察照片

		
<p>兩名志工與 MCSS Agok 辦公室主任 L 女士合影</p>	<p>志工工作環境</p>	
		
<p>志工居住環境（野營帳棚）</p>	<p>志工居住環境（野營帳棚）</p>	
		
<p>志工居住環境（帳棚內部）</p>	<p>當地連外道路路況</p>	<p>志工居住環境（衛星網路）</p>



志工居住環境 (旱廁)



志工居住環境 (淋浴間)



Agok 營區辦公室



員工餐廳



拜會 SARRF 主任



員工餐廳煮食環境



志工識別證



志工識別證

## 柒、 考察行程

日期	時間	行程	相關人員
10/12 (六)	15:15-17:45	BR0201 前往曼谷	劉玲君、范震華、許家偉
10/13 (日)	00:35-06:05	KQ0887 曼谷前往奈洛比	劉玲君、范震華、許家偉
10/14 (一)	08:30-10:30	前往南蘇丹駐奈洛比大使館	劉玲君、范震華、許家偉
	10:30-11:00	拜會美慈組織奈洛比辦公室	劉玲君、范震華、許家偉、Mercy Corps East and Southern Africa Regional Program Director Mr. Darius Radcliffe、Mercy Corps Kenya Country Director Ms. Elizabeth Berthe、Mercy Corps Kenya Deputy Country Director Mr. Maurice Amoll
	11:00-12:00	安全簡報	劉玲君、范震華、許家偉、Mercy Corps Kenya Regional Security Advisor Mr. Damien Vallette d'Osia
	12:00-14:00	午餐	劉玲君、范震華、許家偉、Mercy Corps East and Southern Africa Regional Program Director Mr. Darius Radcliffe、Mercy Corps Kenya Deputy Country Director Mr. Maurice Amollo
	14:00-17:30	前往當地銀行繳交南蘇丹簽證規費	劉玲君、范震華、許家偉
	18:00-21:00	派遣前教育訓練-國合會理念與主軸業務介紹	劉玲君、范震華、許家偉
10/15 (二)	09:00-12:00	派遣前教育訓練-我國援外政策與國際合作	劉玲君、范震華、許家偉
	12:00-14:00	午餐	劉玲君、范震華、許家偉
	14:30-15:30	派遣前教育訓練-海外服務之文化差異理解與自我調適	劉玲君、范震華、許家偉
10/16 (三)	09:00-12:00	前往南蘇丹駐奈洛比大使館	劉玲君、范震華、許家偉
	12:00-14:00	午餐	劉玲君、范震華、許家偉

日期	時間	行程	相關人員
	14:00-17:00	派遣前教育訓練-海外志願服務倫理與志工角色	劉玲君、范震華、許家偉
10/17 (四)	09:00-17:00	參訪美慈組織 Thika 園藝相關計畫	劉玲君、范震華、許家偉、Mercy Corps Kenya Yes Youth Can Program Assistant Mr. Paul Agunda、Mercy Corps Kenya Yes Youth Can Program Assistant Ms. Irene Njuguna
10/18 (五)	09:00-12:00	前往南蘇丹駐奈洛比大使館領取簽證	劉玲君、范震華、許家偉
	12:00-14:00	午餐	劉玲君、范震華、許家偉
	14:00-17:00	派遣前教育訓練-綜合座談	劉玲君、范震華、許家偉
10/19 (六)		行前準備	劉玲君、范震華、許家偉
10/20 (日)	14:55-16:40	KQ0354 自奈洛比前往朱巴	劉玲君、范震華、許家偉
10/21 (一)	09:00-10:00	安全簡報	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lecossois
	10:00-12:00	志工通訊及匯兌	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lecossois
	12:00-14:00	午餐	劉玲君、范震華、許家偉
	14:00-15:30	交通差旅簡報	劉玲君、范震華、許家偉、Mercy Corps South Sudan Travel and Fleet Coordinator Ms. Lydua Moro
	15:30-17:00	美慈組織南蘇丹簡介、志工工作規範協調及國際人道援助原則介紹	劉玲君、范震華、許家偉、Mercy Corps South Sudan Deputy Country Director Mr. Amanuel Dibaba
10/22 (二)	09:00-10:00	計畫說明	劉玲君、范震華、許家偉、Mercy Corps South Sudan Deputy Country Director Mr. Amanuel Dibaba
	10:00-11:30	未來合作方式洽談	劉玲君、Mercy Corps South Sudan Deputy Country Director Mr. Amanuel Dibaba
	10:00-11:30	美慈組織資通訊系統介紹	范震華、許家偉、Mercy Corps South Sudan ICT Manager Mr. Moses Ojangole

日期	時間	行程	相關人員
	11:30-13:00	美慈組織財務系統介紹	劉玲君、范震華、許家偉、Mercy Corps South Sudan Senior Finance Officer Ms. 11Cicilia Tabu
	13:00-14:30	午餐	劉玲君、范震華、許家偉
	14:30-17:00	美慈組織採購系統介紹	劉玲君、范震華、許家偉、Mercy Corps South Sudan Procurement Officer Mr. Keri Martin Wani
	19:00-21:30	宴請美慈組織人員	劉玲君、范震華、許家偉、Mercy Corps South Sudan Deputy Country Director Mr. Amanuel Diababa、Operations Manager Mr. Anthony Lescossis、Human Resource Manager Mr. Dominic Ladu Wani、Travel & Fleet Coordinator Ms. Lydia Moro、ICT Manager Mr. Moses Ojangole、Procurement Officer Mr. Keri Martin Wani
10/23 (三)	09:00-12:00	前往美慈組織 Agok 辦公室	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis
	12:00-13:00	午餐	
	13:00-14:00	美慈組織 Agok 辦公室簡介、Agok 安全簡報	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu
	14:00-15:00	志工工作規範及權利義務討論	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu
	15:00-17:00	拜會 South Sudan Relief and Rehabilitation Commission	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、SSRRC Director Mr. Bol Deng
	17:00-18:00	Agok 基地環境介紹	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu



日期	時間	行程	相關人員
10/24 (四)	09:00-11:30	前往 UN 阿比耶基地	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu、Mercy Corps Agok Office ICDF project Governance Officer Mr. Marial Bulis
	11:30-12:00	拜會聯合國開發計畫署南蘇丹阿比耶地區辦公室 Head of UN Coordination Support Offiec and UNDP field offices, Abyei Mr Clifford Mbizi	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu、Mercy Corps Agok Office ICDF project Governance Officer Mr. Marial Bulis
	12:00-12:30	拜會聯合國人道事務協調廳南蘇丹阿比耶地區辦公室 OCHA Senior Humanitarian Affairs Officer for Abyei, Mr. Andrew Barash	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu、Mercy Corps Agok Office ICDF project Governance Officer Mr. Marial Bulis
	12:30-13:00	拜會聯合國南蘇丹阿比耶地區基地臨時安全部隊 United Nations Interim Security Force for Abyei (UNISFA) Chief Security Advisor Mr. Dirk Van Der Bank	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu、Mercy Corps Agok Office ICDF project Governance Officer Mr. Marial Bulis
	13:00-14:00	午餐	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu、Head of UN Coordination Support Offiec and UNDP field offices, Abyei Mr Clifford Mbizi
	14:00-15:00	前往南蘇丹阿比耶地區農業、動物資源及漁業秘書處(Abyei Secretariat for Agriculture, Animal Resources and Fisheries ,SAARF)	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu、Mercy Corps Agok Office ICDF project Governance Officer Mr. Marial Bulis

日期	時間	行程	相關人員
	15:00-16:00	拜會 SARRF 處長 Director of SARRF Mr. Atem Nyok Maneai Ajang	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu、Mercy Corps Agok Office ICDF project Governance Officer Mr. Marial Bulis
	16:00-18:00	返回 Agok 基地	劉玲君、范震華、許家偉、Mercy Corps South Sudan Operations Manager Mr. Anthony Lescossis、Mercy Corps South Sudan Head of Agok Office Ms. Judith Lumu、Mercy Corps Agok Office ICDF project Governance Officer Mr. Marial Bulis
10/25 (五)	10:00-11:00	採訪美慈組織 Agok 辦公室主任 Ms. Judith Lumu	劉玲君
	11:40-14:25	返回朱巴	劉玲君
10/26 (六)	17:30	KQ0355 離開朱巴	劉玲君
10/27 (日)	21:00	BR0068 抵達台北	劉玲君

## 捌、 附件

### 附件一：范震華訓練心得報告

#### 一、國合會理念與主軸業務介紹

(一)未來有人詢問 TaiwanICDF 是什麼樣的組織時，我會如何回答？

TaiwanICDF is Taiwan government's foreign aid agency from 1996. We specialize in agriculture, public health, information and communication technologies, and so on. We provide technical assistance, loans, investing, and training for our partner countries. We expect a better world and a brighter future.

(二)此計畫符合千禧年發展目標的那幾項？

南蘇丹是目前世界上最年輕的國家，經過紛擾的內戰後，透過公投後獨立至今兩年，許多難民需要人道協助，此計畫執行地點位於兩國邊境上的阿比耶地區，在整體糧食安全計畫之下，支援當地民眾旱季耕種增產，增加糧食多樣性與糧食自給率，使用環境友善的小農耕作方案，除先期的援贈外，此期派遣園藝志工、專案管理志工與 Mercy Corps 合作，發展多方合作友好的夥伴關係，符合聯合國千禧年發展目標中的「減少極度貧窮與飢餓」、「確保環境永續」、「發展夥伴關係」。

(三)在執行此計畫時，如何符合巴黎宣言？

經濟合作暨發展組織 (Organization for Economic Cooperation and Development) 於 2005 年在巴黎通過「巴黎援助成效宣言」，發表五大行動準則：在地化 (ownership)、一致性 (Alignment)、協和性 (Harmonization)、成果導向 (Managing for results)、互相負責 (Mutual accountability)。

此計畫目標為增加旱季耕種產量、增加糧食多樣性，促進糧食安全。計畫在當地現有的耕地農作上，導入田間管理，增加旱季產量。調查當地人慣用作物，選種合適且受歡迎品種，增加糧食多樣性，依當地人需求提供協助，強調在地化，避免不必要的新種引入。施作前與統籌國際非營利組織的阿比耶政府部門溝通協調，配合當地政府策略達成行動一致

性。且此計畫與美慈組織合作，在美慈組織指導員的安排下，三方互相交流資訊、共同建立工作架構，以成果為導向，各司其職，互相負責。

(四)此計畫結束後，我能給 Mercy Corps 或 TaiwanICDF 什麼建議？

建議國合會在當地設置辦公室，提供農業技術與公衛營養志工計畫，執行三年，每半年為一期，每期 2 到 4 人，最後至少可達到 12 人次的志工服務。由當地辦公室經理統籌服務內容，以達計畫的持續性。此計畫可拓展會內志工業務，提供當地具有延續性的農業與公衛營養計畫。另有暑期實習計畫，3 個暑假，每次 3 人，開放在學學生提案申請，做為農園藝學生或公衛、護理學生之暑期實習，增加國內學生拓展國際視野途徑，資金可與校方洽談分攤。

## 二、我國援外政策與國際合作

(一)官方援外機構和非政府組織的不同？

官方援外機構帶有明確政治企圖，而非政府組織（Non-Government Organization, NGO）則不一定。國際合作發展基金會所推動的業務為官方援外發展（Official Development Aid, ODA），同時也是非營利組織（Non-Profit Organization, NPO）。國際上的官方援外機構有美國的 USAID、澳洲的 AusAID、日本的 JICA、韓國的 KOICA 等。

(二)身為 TaiwanICDF 的代表，未來在 Mercy Corps 執行任務時，可能遇到的困難為何？

1. 互不信任，無法搜集到 Mercy Corps 的規模、資金來源、規劃等資訊。
2. 利益衝突，業務劃分不清，TaiwanICDF 被視為瓜分業務的第三者。
3. 成效不彰，業務無永續性，隨著志工派遣期滿而結束，對當地人無法有長遠影響。
4. 語言隔閡，雙方若無耐心克服，造成業務推動的阻力。

## 三、海外服務之文化差異理解與自我調適

(一)志願服務是什麼？如何避免志工成為替代勞力或廉價勞工？

志願服務對我來說，是出自自我意願想做的許多事中，金錢酬勞不符合世事標準的部分，且經過自己的衡量之後，仍願意參與的事務。

(二)國際合作發展基金會派遣在南蘇丹的志工和 Mercy Corps 的關係？

以合作的關係為依歸。先以配合態度做觀察，評估有無實際合作的機會或模式，再決定如何合作或獨立運作。

#### 四、海外志願服務倫理與志工角色

(一)我的專業與服務單位之期待是什麼？

我的專案管理經驗是服務單位所期待的，預計對當地農部員工進行能力建構，包括舉辦說明會，協助農部員工申請小額計畫。

(二)我的服務單位有哪些人及團體？

美慈組織 (Mercy Corps) 是我服務的單位，同時有還有 CHF intenational 的計畫在進行。

(三)誰是參與或影響我計畫最重要的人？

Judith Lumu/Head of officer, Mercy Corps

Atem Nyok Mangai /Director General, SAARF

(四)哪些人或團體是最主要的利害關係人？

美慈組織、SAARF、農民組織

(五)有其他志工團體在我們服務單位服務嗎？

無

(六)受益單位的成員該如何表達他們期望的改變/需要/問題？

我們已經邀請 SAARF、各農民組織長老來美慈基地，對此計畫舉辦說明會。會議上各利害關係人、受益成員領袖階充分表達他們的期待。

(七)他們需要什麼資源來完成他們想要的改變？

農民組織想要電動抽水馬達，卻沒考慮到油料的來源與花費。SAARF 想要堅固的籬笆來防止動物破壞農田，可是不清楚要防治的是哪些動物，與籬笆的花費。這些都需要透過不斷的溝通與解釋才能達到平衡。

(八)這個計畫對受益人及單位如何達到功能提升？

透過田間管理知識教學，使受益戶具有增產旱季園藝作物的能力。舉辦研討課程，讓農部員工具有申請微型計畫的提案能力。

(九)我如何與我的服務單位互動？

1. 準時上下班，即使當天真的沒有業務需要執行。
2. 記得所有同事的名字和職位，以當地的方式表達友善。例如每天早上要跟所有的同事握到手，說早安。
3. 了解整體計畫進度，並保持調整的彈性。
4. 時常與 Head of Officer, Judy 討論計畫進度。
5. 與專案小組成員密切互動，對此專案進行討論。

(十)我如何尋找資源讓受益單位去運用以達到他們設定的目標?

利用有限的網路資訊、國內專家的協助，了解作物的生長資料，提供合適的栽種與田間管理，達到增產的目標。

(十一) 在目前的服務單位中，民眾是如何參與開發活動?

此專案我們預計直接在田間與受益戶、農部員工互動，參與者會以最直接的方式參與。

## 五、參訪 Mercy Corps Thika 計畫心得



### 美慈在肯亞

自從 2007 年肯亞總統大選之後，肯亞陷入政治混亂，各族群間關係緊張，並有多起大規模暴力衝突發生，造成數十萬人流離失所。美慈組織自 2008 年開始，於肯亞推動糧食安全、旱災用水支援、青年重建計畫。美慈肯亞總部位於首都奈洛比（Nairobi）ABC Center 內，在距離約 50 公里外的錫卡地區設有據點，推

動鄰近地區的計畫，輔導已具有農耕知識的青年組織撰寫計劃書、經營計畫、預算規劃、其他經費來源整合等，並贊助執行經費。

### Yes Youth Can!

Yes Youth Can! 的經費來源為美國國際開發署（USAID），計畫目的是讓 18 到 35 歲的青年組織自己領導、自己管理、且自己擁有收入。透過美慈的協助，青年的想法得以改變，自覺自己的人生需由自己負責。美慈鼓勵青年將自己的生活網絡形成組織，擴及青年的朋友、家庭、鄰居。輔導各組織推派的代表，包括撰寫計劃書（可







用英文或當地語 (Swahili) 、營運規劃、預算編列，且鼓勵組織有其他經費來源，並協助組織提出經費整合規劃，課程 1 到 4 天不等，再由各受過訓練的代表回到自己的組織進行教學與分享，然後提出組織的計劃書申請贊助金。2012 年共輔導了 200 個案件，

並贊助其中優秀的 52 件；2013 年由於美國國際開發署的經費縮編，輔導 76 個案件，贊助其中 13 件。贊助金額從 600 到 1200 美金不等。得到贊助的組織，其執行時間為 6 個月，而美慈每 2 週會進行一次訪視，對組織的營運提出建議。經由美慈輔導與贊助的青年團體，有更好的能力和信用，在美慈的贊助結束後，自行與銀行進行借貸，發展青年自己的事業。同時美慈也做為青年與政府計畫間的橋樑，轉介有參與青年組織經驗的青年，以個人向不限制貸款對象是否為青年或組織的 SACCOs ( Saving And Cooperative Organizations ) 借貸。讓曾經參與過 Yes Youth Can! 計畫的青年，在沒有計畫的贊助之後，仍有持續性的資金來源。



### **Do it Yourself!**

參訪的四個組織，有酪農、番茄栽植、葉菜栽植、肉豬圈養。組織的組成至少 10 人，有家庭、個人、鄰居、朋友等。其栽種和飼養的實務經驗原已具備，美慈提供的申請經費前的輔導、經費贊助、器材捐贈。對農戶而言，花費最大的是購買灌溉用水。農產有直接賣到市場，



## 六、綜合座談

(一)本次訓練對我未來服務最有幫助的課程有哪些？原因為何？

1. project proposal composition：講師講解得很完整且具邏輯，可做為學員在南蘇丹執行業務時之典範，希望可以增加時數與學員試做內容。
2. working report composition：經由講師的提點，學到以最直接且明確的句型書寫報告。
3. 農改場番茄、蔬菜栽培與田間管理：課堂最初需要花時間跟講師溝通此計畫之需求，待講師了解後，講師即可提供最具實務性的授課內容。建議在課堂前提供講師駐地資訊，包括農業概況、基礎環境條件等。
4. 國合會理念與主軸業務、我國援外政策與國際合作：小班教學讓學員更能吸收資訊，加上講師的知識與豐富的實務經驗，對於其介紹的各種資訊平台，非常具有實用價值，是收穫最多的一堂課。
5. 海外服務文化差異與調適、志工倫理與角色：建議可撤換台北 e 大的志工課程。為協助志工克服文化差異與調適困難，建議在志工服務期間，駐地無志工協調人的區域，提供遠距諮商服務。

(二)本次課程項目安排與時數分配上是否適當？是否能有更適當得調調整建議？

1. 建議增加農業領域的國際援助趨勢課程。
2. 建議志工到達駐地後或轉機途中，安排參訪其他國際組織行程，例如經由日本轉機時，順道去參訪 JICA。
3. 文化差異調適、志工倫理、角色認同課程可以合為一堂，縮短時數。

(三)其他綜合建議

1. 會內對志工的生活起居照顧過多，志工多在有技術團或大使館照顧的到的區域，而以 JICA 而言，對志工住宿的處理為在志工抵達駐地時，頭兩個月負責提供志工寄宿家庭，這兩個月期間，志工要自行找到之

後的住宿地點，且處理租任等事宜，志工協調人只做必要的輔導與協助。

2. 派遣志工的目的一為對外友好，對內增加國際觀，故建議志工在駐地時，除本身業務外，可鼓勵志工以「國合會的名義」舉辦至少一場的宣傳活動，類似於台灣日，介紹台灣文化，或是結合其他任何衛生宣傳、營養、環境、世界海洋日、世界糧食日等議題的活動。志工返台後，還可對內舉行公開的分享會、記者會、攝影展、明信片義賣、駐地藝品義賣、校園宣傳等活動。

## 附件二：許家偉訓練心得報告

### 一、國合會理念與主軸業務介紹

(一)未來有人詢問 TaiwanICDF 是什麼樣的組織時，我會如何回答？

TaiwanICDF 是一個台灣政府成立的一個官方援外機構。整合基金和早期的農業技術，並增加了投融资、人道援助以及教育訓練等，以達到國際援助的目的並增進雙方的合作關係的組織。其計畫分布主位要於亞太、中美洲和加熱比海地區等，總共約有 30 個計畫在執行。

(二)此計畫符合千禧年發展目標的那幾項？在執行此計畫時，如何符合巴黎宣言？

南蘇丹阿比耶地區難民糧食安全計畫，最直接的影響是藉由生產作物以提供當地應戰亂而糧食缺乏的問題，因此符合千禧年發展的消滅赤貧與飢餓人口的目標。此外提供糧食安全間接影響到當地兒童死亡率和執行時維持環境永續發展的目標。並與當地農業部門 SAARF 和 Mercy Corps 合作因此達到建立國際的夥伴關係。

巴黎宣言的五大原則為在地化 (ownership)、一致性 (alignment)、諧和性 (harmonization)、成果導向 (managing for results) 與互相負責 (mutual accountability) 共五項，此計畫執行時須注意

1. 在地化：透過當地農業部門 SAARF 和阿比耶地區的農戶的參與，使援助成為當地社會共同的事務。
2. 一致性：其概念是藉由和當地農業部門 SAARF、當地居民和 Mercy Corps 共同協調參與並討論以符合此點。
3. 諧和性：為避免援助分散的狀況，因此了解阿比耶地區的需求而在決定執行的優先順序。
4. 成果導向：其管理的目標就是依照以上三點的精神為核心，以當地政策和需求來評估成效。

5. 互相負責：藉由不論是規劃執行評估的階段與當地農業部門 SAARF、當地居民和 Mercy Corps，一起共同協調參與並討論進而建立夥伴關係。

(三)此計畫結束後，我能給 Mercy Corps 或 TaiwanICDF 什麼建議？

希望藉由本次的合作了解雙方在執行計畫上的方向和需求，從一開始的計畫的執行情況，目前執行計畫人員的概況和需求上加以溝通。來確立雙方往後以何種模式來合作，而更清楚瞭解雙方可以提供對方的資源。此外，提供 TaiwanICDF 和以往於邦交國之內和國際組織執行計畫所會面臨的問題，使之後的合作更為順利。並和 Mercy Corps 當地的夥伴溝通，讓雙方比次更加的熟悉。

## 二、我國援外政策與國際合作

(一)官方援外機構和非政府組織的不同

官方援外機構(Official Development Assistance, ODA)，是已發展國家對開發中國家進行經濟援助，其中包過贈與和貸款的原則，其中資金方面理想目標為 ODA 資金占該國 GDP 比率 0.7%以及且援助必預包含至少 25% 的贈與成分之標準存在。而非政府組織(Non-Governmental Organization)則是非政府和非國家組成的組織，多為非營利性組織且具獨立執行的能力，就是有「非政府性」、「獨立性」與「非營利性」三項特徵，而分類方式則是可以「議題取向」、「與官方關係」、「資金來源」以及「利益取向」來區分其概念。然而總而言之，依照是否由國家或政府而建立，為較簡易的方式來區分兩者的不同。

(二)身為 TaiwanICDF 代表，未來在 Mercy Corps 執行任務時，可能遇到的困難

1. 執行上與協調的困難：雖為園藝背景，然而志工身分的關係使專業並未受到重視。
2. 組織背景不同：倘若 TaiwanICDF 的名字做為宣傳時受到對岸的施壓時，Mercy Corps 是 NGO 的組織，認為 TaiwanICDF 是 ODA，故在合作的業務上會介入政治上的問題。
3. 合作方式不清：應為尚未一起執行計畫，因此雙方在彼此的角色和分工上有許多模糊不清的部分，而造成計畫執行上的漏洞或造成協調上的問題。

### 三、海外服務之文化差異理解與自我調適

#### (一) 志願服務是什麼？如何避免志工成為替代勞力或廉價勞工？

志願服務是非義務的工作，不以賺取金錢為目標的一種自由意志下之選擇，而貢獻於社會。若為避免志工成為替代勞力或廉價勞工，除了觀念上的推廣外和健全的志工服務法之外，重要的是要有專業化的志工管理的部門與人員，如同國合會提供我們許多的協助。

#### (二) 國際合作發展基金會派遣在南蘇丹的志工和 Mercy Corps 的關係？

國際合作發展基金會志工是提供專長協助 Mercy Corps 執行計畫，故應該是合作夥伴之關係，並由此建立起兩單位之間的橋樑。

### 四、海外志願服務倫理與志工角色

#### (一) 我的專業與服務單位之期待是什麼？

園藝專長，服務單位的期待為能在計畫之中和團隊合作，提供技術和觀念上的交流，增進生產和提升執行成果，使計畫順利進行。

#### (二) 我的服務單位有哪些人及團體？

- Amanuel Dibaba Deputy Country Director
- Anthony Lecossois Operations Manager
- Mario Ric Monitor and evaluation manager
- Judy Lumu Mercy Corps Programme Manager/HoO

- Team of Food Security Assistance for IDPs, Returnees and Host Communities in Abyei Area
- Acuil Atem Program Manager (ICDF)
- Chen –hua Fan Mercy Corps /ICDF Project Officer
- Chia Wei Hsu Mercy Corps /ICDF Horticulture Officer
- Bullis Monyor Athian Mercy Corps /Horticulture Officer
- Marial Mijak /Governance Project Officer

辦公室其他成員

- Paulino Bol Ring Sr. /Finance officer
- Joseph Acuil Boi /Deputy ICT Manager
- Arop Mua Atem /Project Officer (CHF)
- Martha Adol /Project Officer (CHF)
- Alor Bilabek /Project Officer (CHF)
- Hilary Dorleh Infrastructure Advisor (CHF manager)
- Gaffar Makki /Deputy operation manager

(三)誰是參與或影響我計畫最重要的人?

當地區民，任何的計畫不管組織再怎麼有能力，最重要的是計畫配合的當地居民願意參與並執行計畫，故當地區民是影響計劃最重要的人。

SARFF director general: Atem Nyok Mangai，要與當地農部合作，進行能力建構其中 director general 若是願意積極參與將對計畫幫助良多。

(四)哪些人或團體是最主要的利害關係人?

從種子或工具發放以及能力建構到計畫完成，居民收穫得到葉菜和番茄等作物，可以自行食用或拿到市場販售，因此當地民眾是最主要的利害關係人

(五)有其他志工團體在我們服務單位服務嗎?

沒有

(六)受益單位的成員該如何表達他們期望的改變/需要/問題?

受益單位和計畫執行單位溝通的管道很多，可以藉由當地政府組織或是地方首領或是親自提出，以本計畫為例在計畫開始前舉行 workshop 邀請當地 chief 和 SARFF director general 參與，就有提出需要和問題。

(七)他們需要什麼資源來完成他們想要的改變?

資金是最顯而易見的資源，若以本計畫為例想要改變的部分有增加圍籬電動幫浦，也就是說需要有圍籬的建材，木樁和鐵絲以及幫浦和發電用的燃料。

(八)這個計畫對受益人及單位如何達到功能提升?

能力建構是主要提升功能的方式，重點在於訓練使當地居民或 SARFF 人員具備提出計畫的能力以及執行計畫的知識和技術，以此就能達到所謂的功能提升。

(九)我如何與我的服務單位互動?

互動方式就是關於計畫執行，於種子和器具的發放以及栽培管理技術的交流，此時就達到與服務單位的互動。

(十)我如何尋找資源讓受益單位去運用以達到他們設定的目標?

達到設定目標是照計畫預定的範圍內，運用提供器具或種子或是當地農業單位(SARFF)合作運用其資源，為有形的資源的運用，此外無形的資源為知識和技術的交流，可以和國內的學術單位或農業單諮詢，或是邀請專家來訪。

(十一) 在目前的服務單位中，民眾是如何參與開發活動?

協助當地居民組成農民團體，以 25 人為一單位並有一組長，之後到田間執行時進行能力建構，學習如何使用工具和栽植方式，再回到自有的田地進行耕種，以此方式來參與開發的活動。

## **五、參訪 Mercy Corps Thika 計畫心得**

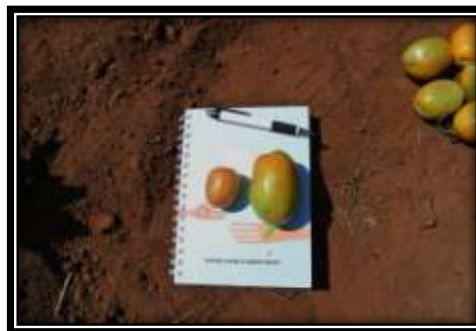
上午前往 Mercy Corps 於 Thika 之 Economic Empowerment Program 參訪，共參訪四個 group。本計畫是由 The Yes Youth Can found 為計劃的基金來源，計畫的目標為(1)Increased work skills/ employment (2) Increased Citizen ship/Civic engagement (3) Increased inter-ethnic engagement

1. Limurur Youth Vision-成員 20 人，主要為生產牛乳為主，配合種植乳牛飼料的牧草和甘蔗，以及少許的(約 200 株)番茄及十字花科的葉菜。
2. P-bag-成員 15 人，主要為生產蔬菜包含番茄(約 500 株)、小型洋蔥、青椒、葉菜類為主，此外還有藝術表演如跳舞。
3. Nderu Youth Group-成員 10 人，飼養 30 頭肉豬以及兩頭種豬，飼養約六個月當豬隻重量達 80-100kg 可售出，售價約 20,000 肯亞先令。
4. Murimi-成員 50 人，種植番茄 1,200 株以及萵苣和羽衣甘藍。其中提到市場果實較大番茄，3 粒可獲得 10 肯亞先令，較小則需 5 粒為 10 肯亞先令。

Mercy Corps 訓練當地居民提出計畫，而協助其資金或設備。當地農業上遇到最大的問題是缺水，所參訪的農地多為看天田，第一個團體就因為缺水而盆苗無法移植，而第三和第四也因水費高也同樣面臨無水的困難。在栽培技術上已有先育苗的觀念，但在栽植技術上面臨栽培管理上的困難，蟲害問題和因應灌溉方式的栽培模式欠缺。TaiwanICDF 在農業技術推廣上較為成熟，然而 Mercy Corps 執行的計畫本年度有 76 個案件，進行的輔導較偏向計畫管理和營運，兩周進行的一次訪視，對技術成面上的協助顯然不足，然而於當地計畫項目多樣，培養當地居民自己領導管理能力，可看出在計畫執行方式和方法顯然不同。



葉片受蟲害咬食的甘藍



番茄果實大小差異大



## 六、綜合座談

### (一)本次訓練對我未來服務最有幫助的課程有哪些？原因為何？

本次課程中「我國援外政策與國際合作」和台南農改場是最有幫助的課程。身為一個國際的志工，在「我國援外政策與國際合作」課程中，完整的提供國際間各種援外工作的現況，並提供其他國際組織的資訊，進而了解整個國際的趨勢，並提供相關網頁可做為日後的參考。台南農改場的田野工作至前置訓練，雖然農改場的老師得到資訊似乎沒有很精確，但是由於都是非常經驗的專家，在課程中確認了許多在栽植在，整體性的概念，故認為在專業的課程上的安排，也是很必要的。

### (二)本次課程項目安排與時數分配上是否適當？是否能有更適當得調整建議？

志工服務課程在網路課程的部分時間過長，建議調整為4小時。在海外志願服務倫理的課程當中，由於網路課程所談的倫理多以台灣文為化出發點，建議和文化差異調適課程作整合。

### (三)其他綜合建議

此次課程非常感謝國合會的用心，尤其是在我國援外政策與國際合作的課程中，使我們快速的學習到基本的概念。此外，也很盡責的仔細的為我們設想了更種可能會遇到的狀況，使我們能夠在未來遇到時能夠處變不驚。雖然本次派遣志工到美慈組織的準備時間較短，但此段時間內國合會不斷地為我們設想，並告訴我們如果有任何問題隨時可以和會內承辦人聯絡，使我很放心，實在很令我很感動。但是希望往後的計畫，在課程安排上可以多一到兩天的時間，增加時間上的彈性，相信往後一定會對志工方面的業務，有很大的幫助。最後再一次感謝國合會，一路上的精心安排，辛苦了，謝謝。

**附件三：計畫合作備忘錄**

**MEMORANDUM OF UNDERSTANDING**

**THIS** Memorandum of Understanding (“MOU”) is made and entered into on this **12** day of **October, 2013** by and between the **International Cooperation and Development Fund** (the “TaiwanICDF”), a foundation organized in accordance with the laws of the Republic of China (Taiwan) with its principal office located at 12F, No. 9, Lane 62, Tien Mou West Rd. Taipei 11157, Taiwan; and whose mission is to strengthen international cooperation, enhance foreign relations and promote economic development, social progress and well-being; and,

**Mercy Corps** (“MC”), a nonprofit charitable humanitarian relief and development corporation organized under the laws of the State of Washington, U.S.A with its principal office located at 45 SW Ankeny Street, Portland, Oregon, 97204 U.S.A; and whose mission is to alleviate suffering, poverty and oppression by helping people build secure, productive and just communities.

**WHEREAS**, **MC** has requested a grant for the purpose of implementing **Food Security Assistance for IDPs, Returnees and Host Communities in Abyei Area, South Sudan, Sudan** (“Project”);

**WHEREAS**, the Project donor will be the TaiwanICDF and **MC** shall be directly responsible for the implementation of the Project;

**WHEREAS**, **MC** has assured the TaiwanICDF that the Project is technically feasible, economically viable and socially essential; and

**WHEREAS**, the Project will be carried out by **MC**, who will implement the Project in accordance with the laws of **South Sudan**;

**NOW THEREFORE**, in consideration of the foregoing covenants and conditions herein contained, both parties hereby agree as follows:

1. Project.

The purpose, goal, location, activities, budget and target beneficiaries are described in further detail in **Annex I** attached hereto. During the implementation phase, **MC** may, as necessary,

and with the prior approval of the TaiwanICDF, adapt its project in response to changes in the local situation.

2. Project Period.

The Project will commence on **October 12, 2013** and end after **\_six (6)\_** months on **April 11, 2014**. During the implementation phase, **MC** may, as necessary, and with the prior approval of the TaiwanICDF, extend the project period in response to changes in the local situation.

3. Project Reporting Dates.

3.1 **MC** shall submit a **mid-term** progress report before **January 31, 2014** to the TaiwanICDF specifying the measurable outputs relating to the progress of the Project, including photographs documenting the Project. The scope and content of such reports will be determined by the TaiwanICDF. The mid-term report outline is described in further detail in **Annex II**.

3.2 **MC** shall submit final and financial reports to the TaiwanICDF specifying the measurable outputs relating to the outcome of the Project, including photographs documenting the Project, **within two months of the end of the Project (April 11, 2014)**. The scope and content of such reports will be determined by the TaiwanICDF. The final report outline is described in further detail in **Annex III**.

4. Commitment.

4.1 The TaiwanICDF shall make contributions to the Project in the amount of US\$500,000 in two installments.

4.2 The installments will be disbursed as follows:

4.2.1. 1st installment, payment of US\$400,000: After signing this MOU and upon receipt of the request for funds from MC.

4.2.2. 2nd installment, payment of US\$100,000: Upon receipt of the request for funds and acceptance of the mid-term report on or before February 28, 2014.

4.3 MC shall provide program, staff and operational resources to support ongoing activities in Abyei and South Sudan that will complement this project.

4.4 MC shall provide a receipt to the TaiwanICDF upon receipt of each installment of funding.

5. Account.

Monies remitted to the Project shall be wired to the **MC** account as specified below. Interest that accrues on the account will be added to the Project for use on project activities.

**Mercy Corps** Banking Information:

Account Name: Mercy Corps

45 SW Ankeny Street

Portland, Oregon 97204

USA

Account Number: 405 0007228

Bank Information:

Transit / ABA: 121000248

Swift / BIC: WFBIUS6WFFX

Bank: Wells Fargo Bank, N.A.

1300 SW Fifth Avenue

Portland, Oregon 97201

USA

6. Secondment Personnel.

The TaiwanICDF will deploy two volunteers to work on the Project as horticulture technicians for the duration of the project period. The terms of reference for the TaiwanICDF volunteers are described in further detail in **Annex IV**.

The relevant costs of the volunteers are:

**6.1 International Arrival and Departure Air Tickets and International Medical Insurance:** The TaiwanICDF will cover the costs of the round-trip air ticket from Taiwan to South Sudan and provide international medical insurance to the volunteers.

**6.2 Monthly Stipend:** MC will assist in issuing US\$700 each as a monthly stipend to the TaiwanICDF volunteers; the TaiwanICDF will transfer the monthly stipend directly to MC's Juba office. This stipend will not be included in the project budget.

**6.3 Necessary In-country Travelling:** Under the circumstance that MC considers that the TaiwanICDF volunteers require in-country travelling for business, the relevant costs will be listed in the project budget.

**6.4 TaiwanICDF Volunteer Benefits:** Each volunteer will receive US\$50 for language

learning, US\$10 for cell phone bills and US\$80 for internet connection each month. The costs described above will be listed in the project budget and will be issued to the volunteers by MC South Sudan.

6.5 Leave: The TaiwanICDF volunteers will have four days to be spent away from their post in Juba after the third month of their work. The costs of in-country air tickets and US\$150 daily expenditures will be listed in the project budget.

7. Visibility of the TaiwanICDF.

7.1 MC agrees to identify the TaiwanICDF and Taiwan as a source of aid during the project in its communications, signage and other media. MC will ensure that such media features the logo of the TaiwanICDF and the national flag of the Republic of China (Taiwan), as shown in Annex V attached hereto. All promotion expenses shall be included in the project budget.

7.2 MC will make reasonable attempts to publish press releases about the Project and accommodate any offer of support that the TaiwanICDF makes to find internet and/or local/global news platforms.

8. Field Visits.

Under circumstances where the TaiwanICDF dispatches representatives to the Project field, MC shall provide the relevant field support to TaiwanICDF personnel. The cost of such visits shall be borne by both parties.

9. Remaining Budget.

When all activities of the Project have been completed or the Project ends, MC will use any remaining budget to promote the Project or any other project-related activities.

10. Effectiveness.

10.1 This MOU shall be deemed to have been concluded and effective on the date as first above written.

10.2 This MOU may be terminated or extended by the mutual agreement of both parties.

10.3 This MOU will remain effective until the TaiwanICDF agrees to accept the final and financial reports submitted by MC.

11. Change in Circumstances.

11.1 The TaiwanICDF reserves the right to terminate this MOU and withdraw from participating in activities relevant to the Project in the event that the government of the Republic of China (Taiwan) announces any change in policy or procedure which necessitates such action. The remainder of the budget financed by the TaiwanICDF shall be returned to the sole custody of the TaiwanICDF, along with any interest accrued.

11.2 In the event that MC terminates this MOU due to any change in organizational policy, the remainder of the budget financed by the TaiwanICDF shall be returned to the sole custody of the TaiwanICDF, along with any interest accrued.

12. Effect of Termination.

12.1 Upon termination of this MOU under this Article 11 (Sections 11.1 and 11.2), the TaiwanICDF shall no longer be obliged to make any further commitment to the Project unless both parties have already agreed to a budget in effect and relied upon by a recipient country prior to such termination.

12.2 If the TaiwanICDF so requests under Section 11.1 of this Article 11, MC shall, not later than such date as the TaiwanICDF specifies, return any part of the remainder of the budget financed by the TaiwanICDF that has not been spent or been committed to be spent due to the TaiwanICDF hereunder.

13. Dispute Resolution.

13.1 Negotiation Prior to Arbitration: In the event that any controversy, dispute or claim arises out hereof or relating hereto, the parties hereto shall consult and negotiate with each other and, recognizing their mutual interests, attempt to reach a solution satisfactory to both parties. If the parties do not reach settlement within a period of **thirty (30)** days of written notice by one party to the other of such controversy, dispute or claim, any unresolved controversy, dispute or claim arising out of or relating hereto shall be settled. This MOU shall be governed by and construed in accordance with the laws of **the Republic of China (Taiwan)**.

14. Headings.

The headings used herein are for convenience of reference only and do not constitute a part of this MOU, nor shall they in any way affect the interpretation hereof.

15. Counterparts.

This MOU is executed in two counterparts, each of which shall be deemed an original, but such counterparts shall together constitute one and the same agreement.

**IN WITNESS WHEREOF**, both parties have hereto caused this instrument to be executed by their duly authorized representatives, as of the date and year first above written.

For and on behalf of the TaiwanICDF

For and on behalf of Mercy Corps



\_\_\_\_\_  
Name: Tao Wen-lung

\_\_\_\_\_  
Name: Paul Dudley Hart

Title: Secretary General, TaiwanICDF

Title: Senior Vice President, Mercy Corps

\_\_\_\_\_

## 1. Project Brief:

- (1) Leave blank
- (2) Project Name: Food Security Assistance for IDPs, Returnees and Host Communities in Abyei Area (South Sudan, Sudan)
- (3) Project Sector Type: Agriculture
- (4) Implementation Location: Abyei Administrative Area (South Sudan, Sudan – *disputed*)
- (5) Implementation Period: Six months, commencing from date on which the MOU becomes effective
- (6) Executing Agency: Mercy Corps & Abyei Secretariat for Agriculture, Animal Resources and Fisheries (SAARF)
- (7) Project Amount: TaiwanICDF funding US\$500,000.

Mercy Corps will provide program, staff and operational resources to support ongoing activities in Abyei and South Sudan that will complement this project.

### (8) Project Description:

In an operating partnership with TaiwanICDF, Mercy Corps proposes to implement a multi-pronged approach to meet the food security needs of internally displaced people (IDP), returnees and vulnerable host communities in the Abyei area, a contested territory on the border of South Sudan and Sudan. The proposed partnership program will focus on building community capacity to improve and diversify household food production. More specifically, the intervention will assist the most vulnerable community members with horticultural training, vegetable seeds and tools to enable the community to engage in horticulture production. This approach will improve household food production and food basket and improve nutrition habits among vulnerable families. The proposed programme will also provide an alternative source of income to meet community needs for non-food items. Moreover, technical assistance from Taiwan ICDF will focus on building the capacity of the local government, mainly the Abyei Secretariat for Agriculture, Animal Resources and Fisheries (SAARF) for better delivery of extension services. It involves training of SAARF staff, the provision of in-kind assistance to the Secretariat to facilitate its operations and a pilot component of micro-grant mechanism to position the SAARF in the driver's seat of public service delivery.



## 2. Project Background

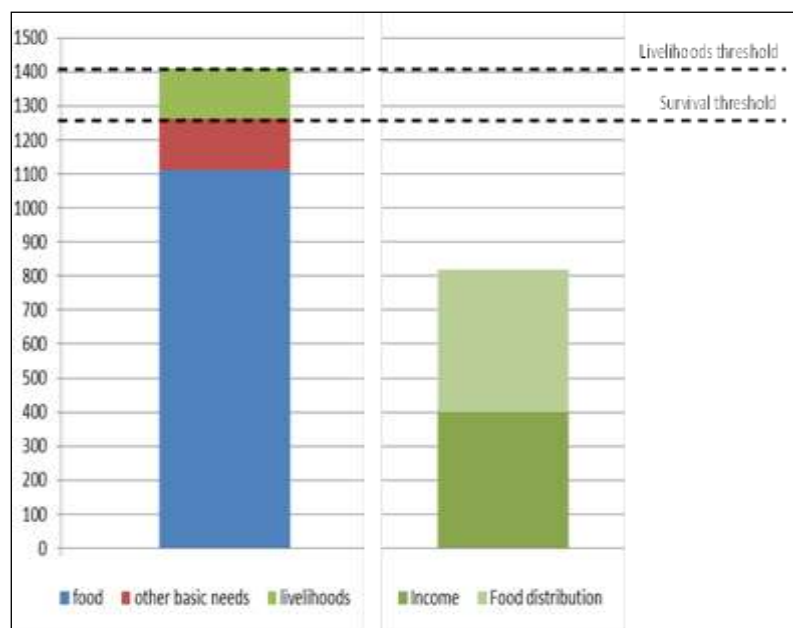
### (1) Project Rationale

Mercy Corps, with TaiwanICDF's technicians on the team, will work alongside the local government and traditional leaders to deliver targeted activities that will meet the immediate and longer term agricultural needs of the conflict affected population in Abyei. Activities proposed during this intervention will leverage Mercy Corps' existing food security support to vulnerable households funded by ECHO and USAID/OFDA, as well as similar interventions by FAO. The proposed programme will complement food security interventions for rainy season production and provide households with the opportunity to cultivate vegetable crops in addition to traditional field crops such as sorghum. Through the provision of training on horticulture production and the use of seeds and tools, vulnerable households will be supported to grow vegetables. The program will primarily target women and divert them from negative coping strategies (skipping meals, tree cutting, and alcohol brewing) that most women engage in during the lean season in order to obtain income to purchase food for their families. The intervention will leverage the previous ICDF program which demonstrated a positive impact in terms of community acceptance, food security and nutrition habits.

Furthermore, the proposed intervention will address the needs of the local government in Abyei by providing much needed technical capacity building support to key SAARF staff, with dedicated technicians from Taiwan IDCF. The ICDF technicians will provide trainings to SAARF staff and continued monitoring and technical support during the micro grant implementation phase. Furthermore, applying the lessons learned of Mercy Corps vast experience implementing governance programs in South Sudan, the intervention aims to integrate a graduation mechanism for the SAARF that will guarantee true ownership of the service delivery. The intervention will have a pilot component in the form of a mixed public service delivery unit, comprising of the SAARF, Mercy Corps and a local partner. This Unit will be the foundation for actionable capacity building with practical application that will propel the SAARF in the driver's seat of service delivery to vulnerable households. Upon successful completion of the training modules, the SAARF will submit budgeted intervention plans that will be reviewed by Mercy Corps. A series of 5 micro-grants of 10,000 SSP each will therefore be awarded to the SAARF with continued administrative and management support from Mercy Corps and the TaiwanICDF Technicians and implementation support from a local partner.

### (2) Assessment of Problems and Opportunities

The conflict in Abyei continues to impact the lives and the livelihoods of residents. The majority of households in the Abyei area survive on food assistance and suffer periodic shocks induced by food shortages. In October 2011, Mercy Corps undertook a rapid food security, livelihoods and conflict assessment in Abyei Area and Twic County. This assessment was preceded by an Emergency Market Mapping and Analysis Assessment (EMMA)<sup>20</sup> undertaken in May 2012. In October 2012, another rapid assessment was conducted to improve Mercy Corps' understanding of the ways in which the situation had changed since the EMMA and the independence of South Sudan. The majority of returnee and displaced households surveyed were meeting food needs through a combination of food assistance and market purchases. Household production of staple and vegetable crops also contributed to the household food baskets of long term residents. Returnees and displaced populations were very dependent on food assistance to make up their basic food basket. As a result it is difficult to state that these households are truly food secure. The roads will be inaccessible and supplies of consumer commodities will dwindle causing exponential price increase in the rainy season, from April to November. Households with reduced purchasing power will be highly vulnerable to periods of prolonged food insecurity throughout this season.



Household (7 members) Livelihoods and Survival Threshold in the Abyei Area, in South Sudanese Pounds

Food assistance continues to account for a large portion of a household's basic food basket, therefore households cannot be considered to be food secure. The figure above shows that displaced and returnee households assessed through Mercy Corps interventions and assessments in Abyei are currently living just below a survival

<sup>20</sup> EMMA is guidance manual for relief agencies needing to understand market-systems in disaster zones. It enables smarter use of local economic capabilities, to improve humanitarian responses. <http://emma-toolkit.org/>

threshold for basic food and non-food needs. Moreover, households lack alternative income to meet other important needs such as medical expenses which results in households adopting negative coping strategies that limit their food intake. Seasonally, food prices are lower in the dry season, however during the wet season food prices increase and households currently living at a basic survival threshold are likely to struggle to meet their basic food and non-food needs. It is predicted that many households will not be able to maintain a nutritionally balanced diet, and will face serious food deficits during this time.

The local government body which is responsible for promoting agriculture (SAARF) has very limited capacity and can hardly meet the needs for the delivery of agricultural extension services to vulnerable communities. The challenges faced by SAARF include a lack of trained extension workers, limited mobility to reach out to the community and inadequate equipment and facilities to effectively plan and implement its operations. Although the government provides limited resources to finance the activities of the SAARF in Abyei, the office still functions at-substandard level and needs the intervention/support of humanitarian actors to enhance its performance.

### **3. Project Objectives**

#### **(1) Overall Objective:**

Strengthen the ability of vulnerable households to cope with food insecurity and to diversify dietary intake through innovative governance models

### **4. Expected Results**

#### **(1) Impact**

Reduction in number of households depending on food aid. Over a 6-month period covering the dry season, the proposed partnership program will focus on enhancing community capacity to access, improve and diversify food production while reinforcing the local government capacity to deliver services.

#### **(2) Outcome**

Build community capacity to improve and diversify household food production while reinforcing the local government capacity to deliver services.

#### **(3) Outputs**

- i.** 80 Farmer Groups formed (each comprising of 25 households)
- ii.** 80 lead farmers trained on improved cultivation techniques
- iii.** 2,000 households receive assorted seeds & tools

iv. Capacity building support to SAARF

- 5 micro grants are successfully implemented by the SAARF
- 3 SAARF staff trained

## **5. Implementation Arrangements**

### **Activity 1: Farmer Groups Forming**

Mercy Corps will use selection criteria such as current food consumption (frequency, quantity, variety); food aid dependency ratio (food basket needs and proportion met / sources to meet needs), impact of crisis on household livelihoods and assets; standard of health (age, disability); and gender, household size/household head to identify vulnerable farmers eligible for training, seed and tools support. In addition, Mercy Corps will prioritize the category of farmers whose agriculture is still “seed-driven” to jump start vegetable cultivation. The community leadership will be involved at all stages during this process to ensure proper selection as well as sustainability and ownership. Given the duration of the project, Mercy Corps intends to work with second season farmers who have been involved in crop production but have not been involved in the dry season cultivation of vegetable crops. This will enable the program to target households who already have access to land and capitalize on their existing knowledge and capacity in traditional field crop production. 2,000 households will be selected and targeted for assistance through this process.

### **Activity 2: Lead farmers trained on improved cultivation techniques**

The beneficiaries will be trained in the principles and practices of vegetable farming. Lead farmers will then train their peers and act as pioneers to guide, advise and represent other farmers. Use of treadle pumps has proven to be one of the technologies that is widely accepted in small-scale vegetable cultivation and the use of treadle pumps will form a part of the training. The program will also train farmers on harvest and post-harvest handling of vegetables for market. Vegetable seed preservation continues to be one of the hurdles encountered by farmers in the project area. This has created dependency on external support for vegetable seeds. Therefore the training topics will include a module on “the need to save seed” and “how to save seed”.

### **Activity 3: households receive assorted seeds & tools**

Mercy Corps will organize the 2,000 beneficiary households and assist them to establish 80 group gardens (each with 25 household members). Mercy Corps’ experience in Aweil East and Twic shows that water collected in the traditional ponds immediately after the rainy season can be used to irrigate farmlands for vegetable growing if appropriate technology is used. In addition, residents located close to the river can make use of the river water to irrigate their fields if provided with proper irrigation devices. Therefore Mercy Corps will train the 80 groups in best horticultural practices including the use of treadle pumps as discussed in Activity 2 above. Assorted vegetable seeds including ½ kg of okra seeds; 50 gms of tomato seeds; 50 gms of sukumawiki (local greens); 50 gm Khodrah (local greens); and, 50 gm Rijleh (local greens) and 80 sets of treadle pumps (two per group) will be purchased and distributed to the beneficiaries upon successful completion of their

training. Mercy Corps, ICDF Technicians and SAARF staff will conduct regular visits to the group gardens and provide technical backstopping as required.

#### **Activity 4: Capacity building support to SAARF**

Mercy Corps will work to address the capacity building needs of the SAARF to improve the extension service delivery to the farming community in Abyei area. Two TaiwanICDF technicians working with the Mercy Corps team will conduct capacity building training for SAARF staff by facilitating the enrolment of two extension workers to attend an advanced course in agriculture extension in Yei Vocational Training Centre. A Mercy Corps staff and the TaiwanICDF technicians will work alongside the SAARF team for two months to deliver trainings in strategic planning, project management cycle, proposal development and report writing skills among others. Following the initial capacity building, the SAARF will be given the opportunity to apply this initial theoretical assistance through a micro grant mechanism. In coordination with Mercy Corps, the TaiwanICDF technicians and a local partner, the SAARF will design, budget and implement 5 micro projects of 10,000 SSP each. For instance, part of these micro grants could be earmark to ensure availability of spare parts for and maintenance of treadle pumps. Due to the pilot nature of the micro-grant scheme, the earmarked contribution is initially limited to 50,000 SSP. The initial micro grant value is kept voluntarily low to test the administration and management capacity of the SAARF in a “real life” service delivery project.

Mercy Corps will retain an important direct delivery role in this intervention to minimise risks and slowly build the experience, confidence and capacity to manage larger sub-grants that would be the cornerstone of a second funding phase. Unlike a direct delivery model, where Mercy Corps can commit on indicators and results, this pilot initiative should be considered as an experiment with no definite guarantee of success. Limited fund management capacity and accountability in previous government assistance projects have discouraged many donors to grant direct financial assistance to government bodies. Nevertheless, micro-grant schemes combined with the appropriate level of coordination and oversight have the potential to generate much needed empowerment and ownership and lay the foundation for convincing sustainability.

## **6. Budget and Resource Allocation**

- (1) Source of Funding: US\$ 500,000 from the Taiwan ICDF
- (2) Human Resources:
  1. TaiwanICDF: 2 volunteers
  2. Mercy Corps: See detailed budget attached.
- (3) Other Resources: See detailed budget attached.

## **7. Attachments**

- (1) DMF
- (2) Budget Statement

## **Appendix 1 Project Sector Cross References**

The correspondence between project Sector and ODA reporting system code is as follows:

ODA Reporting System Code	Example
<b>Project Sector: Agriculture</b> 310 Agriculture, forestry, and fisheries	<ol style="list-style-type: none"> <li>1. Bamboo Development Project (Caribbean and Central and South America)</li> <li>2. Aquaculture Project (Belize)</li> <li>3. Horticulture Project (Solomon Islands)</li> <li>4. Haiti New Hope Village Residents Resettlement Project</li> </ol>
<b>Project Sector: Public Health</b> 120 Health	Maternal Health Improvement Program in The Gambia
<b>Project Sector: Education</b> 110 Education	<ol style="list-style-type: none"> <li>1. Technical and Vocational Education and Training Project (The Gambia)</li> <li>2. Vocational Training Project (Swaziland)</li> </ol>
<b>Project Sector: ICT</b> 220 ICT	<ol style="list-style-type: none"> <li>1. ICT Technical Cooperation Project (Belize)</li> <li>2. ICT Technical Cooperation Project (St. Kitts and Nevis)</li> <li>3. ICT Technical Cooperation Project (St. Lucia)</li> <li>4. ICT Technical Cooperation Project (St. Vincent and the Grenadines)</li> </ol>
<b>Project Sector: Environmental Protection</b> 140 Water Supply and Hygiene 230 Energy Generation and Supply 410 General Environmental Protection	<ol style="list-style-type: none"> <li>1. Panama Water Resource and Renewable Energy TA Project</li> <li>2. Application of Geographic Information Systems to Improve Environmental Sustainability in San Salvador</li> </ol>

**Appendix 2  
DMF**

	<b>Design Summary</b>	<b>Performance Targets/Indicators</b>	<b>Data Sources/ Reporting Mechanisms</b>	<b>Assumptions/ Risks</b>
<b>Impact</b>	Reduction in households' vulnerability.	70% of households are above the livelihood protection threshold after the intervention.	Baseline (TBD), monitoring and end line survey data	<p><b>Assumption:</b></p> <ul style="list-style-type: none"> <li>- No subsequent deterioration in security</li> <li>- An enabling political and security situation in the Abyei Area</li> <li>- Weather and climatic conditions follow regular patterns</li> </ul> <p><b>Risk:</b> Without a clear commitment from both governments, any intervention in Abyei must be carefully weighed and analysed. Mercy Corps strategy is to rely on both Dinka and Misseriya communities buy-in, as major constituents of each side's government. Without a functioning administration and no concrete hope for an access framework sanctioned by both executives, relying on community acceptance is the best available pathway.</p>
<b>Outcome</b>	Strengthen the ability of vulnerable households to cope with food insecurity and to diversify dietary intake through innovative	<ul style="list-style-type: none"> <li>- <b>70%</b> of households are able to mitigate the use of risky coping strategies as per the coping strategy index.</li> <li>- <b>65%</b> of targeted households maintain or improve their household dietary diversity</li> </ul>	Baseline, monitoring and end line survey data	<p><b>Assumption:</b> No subsequent displacement of people with relative stability, no natural calamities like floods, stable rainy season.</p> <p><b>Risk:</b></p>

	governance models	scores.		Mercy Corps now integrates Disaster Risk Management as a cross-cutting implementation methodology to ensure communities are better able to plan, mitigate & cope
<b>Outputs</b>	<ul style="list-style-type: none"> <li>- 80 Farmer Groups formed (each comprising of 25 households).</li> <li>- 80 lead farmers trained on improved cultivation techniques.</li> <li>- 2,000 Households receive assorted seeds &amp; tools</li> <li>- 5 micro grants are successfully implemented by the SAARF.</li> <li>- 3 of SAARF staff trained.</li> <li>- 85% of targeted households report an increase in cultivated acreage.</li> </ul>	<p>At the end of the project:</p> <ul style="list-style-type: none"> <li>- 80 Farmer Groups formed (each comprising of 25 households).</li> <li>- 80 lead farmers trained on improved cultivation techniques.</li> <li>- 2,000 Households receive assorted seeds &amp; tools</li> <li>- 5 micro grants are successfully implemented by the SAARF.</li> <li>- 3 of SAARF staff trained.</li> <li>- 85% of targeted households report an increase in cultivated acreage.</li> </ul>	<p>Recipient targeting lists, training attendance records, post distribution monitoring, audit report.</p>	<p><b>Assumption:</b></p> <ul style="list-style-type: none"> <li>- Security stability and roads are passable</li> <li>- Availability of vendors and transportation solutions</li> <li>- Community buy-in and group cohesion.</li> <li>- Government is committed to the project</li> </ul> <p><b>Risk:</b></p> <ul style="list-style-type: none"> <li>- Mercy Corps has a pool and a preferred list of reputable vendors.</li> <li>- Mercy Corps is well accepted by the Community. Community commitment and ownership is the crux of our methodology.</li> </ul>
	<p>Activities with Milestones</p> <p><b>Activity 1:</b> farmer groups forming</p> <ul style="list-style-type: none"> <li>- Work with local leaders and SSRRC to identify beneficiaries</li> <li>- Screen selected beneficiaries following Mercy Corps vulnerability matrix</li> </ul>			<p>Inputs:</p> <p>TaiwanICDF</p> <p>Financial resources and key technical assistance (2 volunteers).</p> <p>The TaiwanICDF will fund US\$ 500,000</p>



<ul style="list-style-type: none"> <li>- Register beneficiaries and form the groups</li> </ul> <p><b>Activity 2:</b> lead farmers trained on improved cultivation techniques</p> <ul style="list-style-type: none"> <li>- Lead farmers are selected within each group</li> <li>- Lead farmers are sensitized to the training objective and rationale and familiarize themselves with the training manuals</li> <li>- Lead farmers attend the training and record their attendance</li> <li>- Lead farmers are consulted to ensure positive response and certified learning</li> </ul> <p><b>Activity 3:</b> households receive assorted seeds &amp; tools</p> <ul style="list-style-type: none"> <li>- Purchase of ½ kg of okra seeds; 50 gms of tomato seeds; 50 gms of sukumawiki (local greens); 50 gm Khodrah (local greens); and, 50 gm Rijleh (local greens) and 80 sets of treadle pumps. (one month needed, estimate to be finished at the second month after the project started)</li> <li>- Distribution of seed and tools (three weeks needed, estimate to be finished after the third month after the project started)</li> <li>- Confirm the list of beneficiaries (....)</li> </ul> <p><b>Activity 4:</b> Capacity building support to SAARF</p> <ul style="list-style-type: none"> <li>- Initial trainings in strategic planning, project management cycle, proposal development and report writing skill are delivered</li> <li>- Final training exercise: participants prepare a mock budget for a virtual intervention. Scoring and mock audit will determine additional coaching needs.</li> <li>- Micro-Grant Committee is set up</li> <li>- 5 Micro-Grants are disbursed</li> <li>- Micro-Grants are systematically audited post implementation</li> </ul>	<p>to this project.</p> <p><b>Mercy Corps</b>  Mercy Corps will provide Operations support with a base office for the project, as well as continuous logistical support to ensure sound implementation. All key Mercy Corps expatriate will dedicate an expected level of effort to support the project. Mercy Corps Finance Department will ensure internal and external compliance, and Mercy Corps Headquarters will provide remote support for Reporting.</p> <p>The TaiwanICDF funding will cover approximately 15% of the Juba office’s expenses and 25% of the Agok office’s expenses. Mercy Corps will cover the remainder and provide program, staff and operational resources to support ongoing activities in Abyei and South Sudan that will complement this project.</p> <p><b>Host Government</b>  Offering personnel to be trained in this project.</p>
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## Appendix 3 - Project Budget

Program Name: Food Security Assistance for IDPs, Returnees and Host Communities in Abyei Area

Project Sector: Agriculture

Implementation Location: Abyei Administrative Area

Program Period: October 1, 2013 to March 31, 2014

Donor: Taiwan ICDF

S/No.	Items Descriptions	Budget
01	Total Personal	121,870
02	Total Travel and Transportation	40,365
03	Total Equipment	26,400
04	Total Program Activities	214,600
05	Total Others	31,547
Total Direct Costs		434,783
Indirect Costs		65,217
<b>Total Costs</b>		<b>500,000</b>

Description	Level of Effort (%)	FTE/ # of Units	Months/ Days	Unit Cost	BUDGET
<b>Personnel</b>					
<b>Personnel - Expatriate, Regional &amp; HQ</b>					
<b>Expatriate</b>					
Country Director	15%	1	6	7,088	6,379
Deputy Country Director	15%	1	6	6,305	5,674
Head of Office Agok/Abyei	25%	1	6	4,166	6,249
M&E Manager	15%	1	6	3,753	3,378
Finance Manager	15%	1	6	4,166	3,749
Operations Manager	15%	1	6	4,166	3,749
<b>Subtotal Expat, Regional &amp; HQ</b>					<b>29,178</b>
<b>Personnel - National Staff</b>					
<b>Juba office</b>					
ICT Administrator	15%	1	6	1,512	1,361
HR Manager	15%	1	6	1,242	1,118
Travel Coordinator	15%	1	6	1,188	1,069
Deputy Finance Manager	15%	1	6	1,553	1,397

Senior Finance Officer	15%	1	6	810	729
Procurement Officer	15%	1	6	810	729
Admin Officer/Program support	15%	1	6	810	729
Property Officer	15%	1	6	481	433
Driver	15%	4	6	370	1,332
Cleaner	15%	4	6	220	792
<b>Agok office project staff</b>					
Program Manager	100%	1	6	1,500	9,000
Horticulture Project Officer	100%	2	6	810	9,720
Governance Project Officer	100%	1	6	810	4,860
<b>Agok office Operational Staff</b>					
Finance Officer	25%	1	6	880	1,320
Deputy Operations Manager	25%	1	6	1,553	2,329
Logistics Officer	25%	1	6	760	1,140
Compound Assistant	25%	1	6	192	288
Deputy ICT Administrator	25%	1	6	1,140	1,710
Driver	25%	2	6	670	2,010
Cleaner	25%	1	6	212	318
Cook	25%	1	6	270	405
Guard	25%	6	6	195	1,755
<b>Subtotal National Staff</b>					<b>44,544</b>
<b>Fringe Benefits</b>					
Pooled Benefits – HQ, Regional & Expatriate	33%	1	6	4,863	9,629
Housing	15%	1	6	13,000	11,700
Other Benefits (Expatriate)	20%	1	6	4,863	5,836
Benefits - ICDF	100%	2	6	140	1,680
Home leave Travel	100%	0.5	1	1,900	950
R&R Travel Mercy Corps	100%	2	1	1,450	2,900
R&R Travel ICDF	100%	2	6	233	2,800
Interns	15%	2	6	156	281
Benefits – National Staff - Pension	17%	1	6	7,424	7,572
Benefits – National Staff - Health	100%	4.18	6	44	1,104
Severance Pay – National Staff	8%	1	6	7,424	3,697
<b>Subtotal Fringe Benefits</b>					<b>48,148</b>
<b>Total Personnel</b>					<b>121,870</b>
<b>Travel</b>					

Local & Domestic Travel	100%	1	6	1,400	8,400
Motorbike Rental	100%	2	6	500	6,000
Vehicle Fuel	25%	2	6	3,000	9,000
Vehicle Maintenance	25%	2	6	2,500	7,500
Vehicle Insurance	25%	2	6	500	1,500
Vehicle Fuel - Juba	15%	3	6	1,200	3,240
Vehicle Maintenance - Juba	15%	3	6	1,250	3,375
Vehicle Insurance - Juba	15%	3	6	500	1,350
<b>Total Travel and Transportation</b>					<b>40,365</b>
<b>Equipment</b>					
Vehicle Procurement	100%	1	1	20,000	20,000
Office Equipment	100%	1	1	2,600	2,600
Compound Equipment	100%	1	1	2,100	2,100
Generator Parts & Spares	100%	1	1	1,700	1,700
<b>Total Equipment</b>					<b>26,400</b>
<b>Project activity costs</b>					
<b>Beneficiary Selection and registration</b>	<b>100%</b>	<b>2,000</b>	<b>1</b>	<b>2</b>	<b>3,000</b>
<b>Lead Farmer Training</b>	<b>100%</b>	<b>80</b>	<b>1</b>	<b>90</b>	<b>7,200</b>
<b>Treadle Pumps</b>	<b>100%</b>	<b>80</b>	<b>1</b>	<b>500</b>	<b>40,000</b>
<b>Provision of seeds and tools</b>	<b>100%</b>	<b>2,000</b>	<b>1</b>	<b>70</b>	<b>140,000</b>
<b>Micro-Grant Scheme</b>	<b>100%</b>	<b>5</b>	<b>1</b>	<b>3,000</b>	<b>15,000</b>
<b>Total project activity costs</b>					<b>205,200</b>
<b>Visibility/Communication</b>					
Visibility Costs	100%	1	1	9,400	9,400
<b>Total Visibility/Communication</b>					<b>9,400</b>
<b>Other Costs</b>					
<b>Country Office Costs</b>					
Equipment Repairs and Maintenance	15%	1	6	1,400	1,260
Office Rent	15%	1	6	7,500	6,750
Office Utilities	15%	1	6	5,900	5,310
Office Repairs and Maintenance	15%	1	6	1,200	1,080
Office Supplies	15%	1	6	1,900	1,710
General Communications Expense	15%	1	6	2,550	2,295
Banking and Cash Handling Fees	15%	1	6	1,200	1,080
<b>Field Office Costs</b>					
Equipment Repairs and Maintenance	25%	1	6	1,450	2,175

Office Utilities	25%	1	6	1,600	2,400
Office Repairs and Maintenance	25%	1	6	715	1,073
Office Supplies	25%	1	6	2,100	3,150
General Communications Expense	25%	1	6	2,000	3,000
Banking and Cash Handling Fees	25%	1	6	177	265
<b>Total Other Costs</b>					<b>31,547</b>
<b>TOTAL DIRECT COSTS</b>					<b>434,783</b>
<b>INDIRECT COSTS</b>					<b>65,217</b>
<b>TOTAL COSTS</b>					<b>500,000</b>

ANNEX II – Mid-term Report Outline

**TaiwanICDF Mid-term Report Outline**

**1. Project description:**

1.1 Background

1.2 Expected impact, outcome and output

1.3 Project Period

1.4 Project financing

**2. Project Performance: (including pictures)**

2.1 Project activities and outputs

2.2 Achievement of outcome

2.3 Project Impact

2.4 Financial statement

**3. Project Modification: (changes made during project implementation.)**

**4. Overall Assessment and Recommendations**

4.1 Project Assessment

4.1.1. Relevance

4.1.2. Effectiveness

4.1.3. Efficiency

4.1.4. Sustainability

4.2 IA/EA Assessment

4.3 Major Lessons

4.4 Recommendations

## ANNEX III – Final Report Outline

### **Final Report Outline**

#### **1. Project description:**

1.1 Background

1.2 Expected impact, outcome and output

1.3 Project Period

1.4 Project financing

#### **2. Project Performance: (including pictures)**

2.1 Project activities and outputs

2.2 Achievement of outcome

2.3 Project Impact

2.4 Financial statement

#### **3. Project Modification: (changes made during project implementation.)**

#### **4. Overall Assessment and Recommendations**

4.1 Project Assessment

4.1.5. Relevance

4.1.6. Effectiveness

4.1.7. Efficiency

4.1.8. Sustainability

4.2 IA/EA Assessment

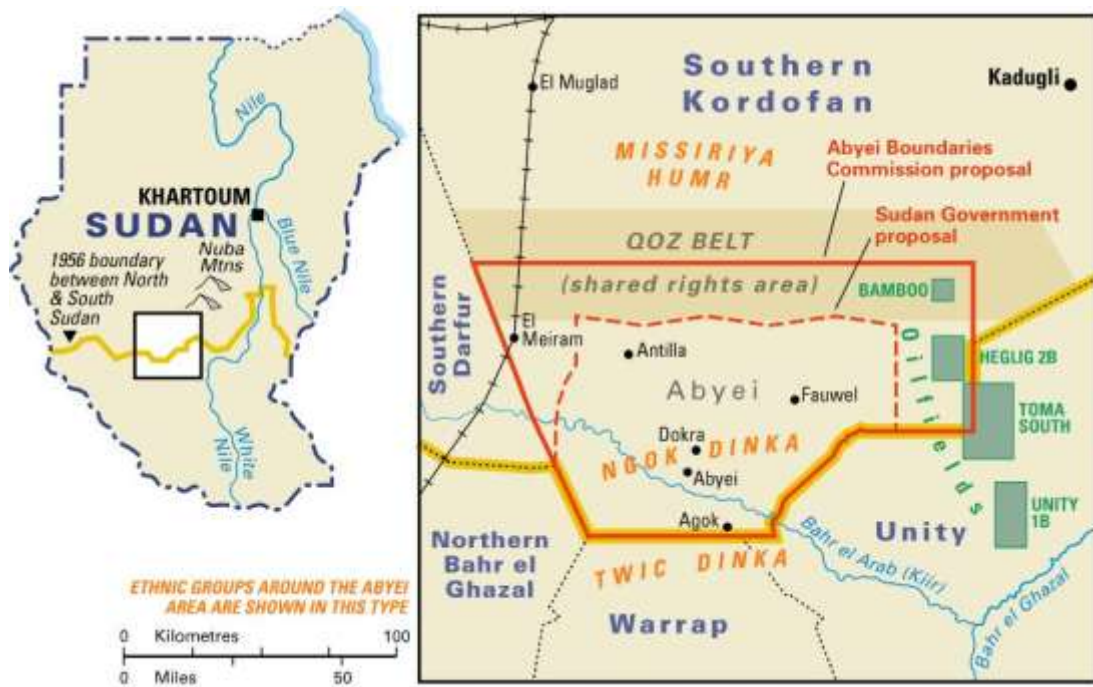
4.3 Major Lessons

4.4 Recommendations

**Terms of Reference**  
**For TaiwanICDF Volunteer Deployment with Mercy Corps**  
**In South Sudan, Abyei Administration Area**

**INTRODUCTION**

In July 2011, South Sudan earned its independence, becoming the youngest country in the world. However, the area near the border between Sudan and South Sudan remained unsettled. The TaiwanICDF cooperated with Mercy Corps right after the 2011 independence to offer humanitarian aid to displaced people in the Abyei area, a contested territory on the border of South Sudan and Sudan. The project aimed to assist internally displaced people (IDP) to restore horticulture production in the dry season. A total of 357 households benefited from the project.



Abyei area has experienced periodic conflict and population displacement. The latest crisis occurred 21st May, 2011 and saw the Sudan Armed Forces (SAF) responding to a Sudan People's Liberation Army (SPLA) attack on their troops by mounting a large-scale assault on the area which resulted in the occupation of Abyei town and the land north of the river Kiir. This led to mass displacement of the population of Abyei town and surrounding areas, spreading into Twic County and Agok in southern Abyei. The number of displaced people has been estimated at 113,000. This startling



figure constitutes over 75 % of the Abyei population which was displaced throughout Warrap State, Northern Bahr el Gazal and Wau. Following the May 2011 crisis, Mercy Corps continued to assist the conflict-affected population through various interventions. Mercy Corps remains committed to providing assistance to the vulnerable population in Abyei both north and south of the river Kiir, and to addressing the humanitarian needs of the vulnerable population through both short and long term interventions.

After the 2011 project, the TaiwanICDF is again working with Mercy Corps to implement a multi-pronged approach to meeting the food security needs of IDPs, returnees and vulnerable host communities in the Abyei area. The project will focus on building community capacity to improve and diversify household food production. More specifically, the intervention will assist the most vulnerable community members with horticultural training, vegetable seeds and tools to enable the community to engage in horticulture production. This approach will improve household food production and food basket and improve nutrition habits among vulnerable families. The project will also provide an alternative source of income to meet community needs for non-food items. Moreover, technical assistance from the TaiwanICDF will focus on building the capacity of the local government, mainly the **Abyei Secretariat for Agriculture, Animal Resources and Fisheries (SAARF)** for better delivery of extension services. It involves training of SAARF staff, the provision of in-kind assistance to the Secretariat to facilitate its operations and a pilot component of micro-grant mechanism to position the SAARF in the driver's seat of public service delivery.

## **SUMMARY OF RESPONSIBILITIES**

The TaiwanICDF will offer technical assistance to the project by providing **two volunteers with expertise in horticulture**. The TaiwanICDF volunteers will be based in Agok/Abyei Administration Area, working alongside the local government and farmers' groups to deliver targeted activities that will meet the immediate and longer-term agricultural needs of the conflict-affected population in Abyei. The TaiwanICDF volunteers will undertake capacity building of SAARF and Mercy Corps staff members to improve the delivery of extension services. The TaiwanICDF volunteers will assist the program manager in the day-to-day management of the TaiwanICDF-supported activities and ensure the proactive involvement of the SAARF in the program implementation.

## **KEY ROLES**

The TaiwanICDF volunteers will:

- Work alongside the SAARF team for three months to deliver training in **strategic planning, project cycle management, proposal development and report-writing skills**, among others.
- Based on the training provided, assist the SAARF in **identifying priority needs**, and in **developing small-grant proposals** to address such needs.
- Provide **on-the-job training** to SAARF staff and **extend technical support and monitoring** during the implementation of micro-grants.
- TaiwanICDF volunteers and SAARF staff will **conduct regular visits to the group gardens** and **provide technical backstopping to the community** as required.
- Represent the TaiwanICDF and Mercy Corps in the community, and in relations with the SAARF and INGO/UN agencies in the Abyei Administration area; ensure a pro-active, partnership-based approach in relationship management.
- Participate in management meetings with Agok/Abyei-based Mercy Corps staff and contribute to team decision-making processes in the Agok/Abyei field office.
- Provide monthly progress reports and regular feedback on the achievement, challenges and lessons learned as part of program implementation.
- Perform any other duties assigned by Mercy Corps Agok/Abyei head of office and Mercy Corps Country office.

## **ACCOUNTABILITY TO BENEFICIARIES**

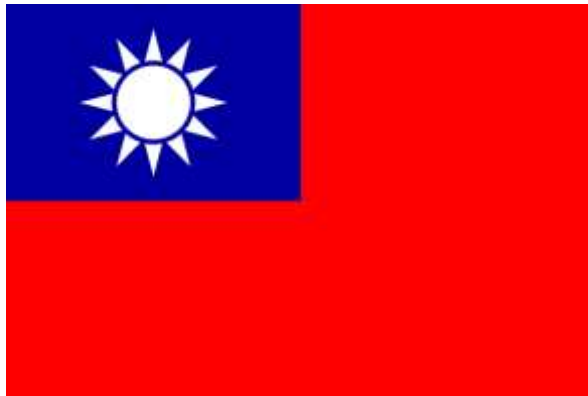
TaiwanICDF volunteers and Mercy Corps team members are expected to support all efforts towards accountability, specifically to the project beneficiaries and to acceptable standards guiding international relief and development work, while actively engaging beneficiary communities as equal partners in the design, monitoring and evaluation of our field projects.

## **LIVING /ENVIRONMENTAL CONDITIONS**

The TaiwanICDF volunteers will be based in the Mercy Corps Agok Compound located in the Abyei Administration Area, a disputed territory between Sudan and South Sudan. Living conditions are basic. Staff sleep in large safari tents in the Agok Compound. The climate is very hot, humid and dusty. Medical facilities are basic, and tropical diseases including malaria are endemic.

Mercy Corps team members, TaiwanICDF volunteers and consultants hired by the organization represent the agency both during and outside of working hours when deployed in a field posting or on a visit/temporary deployment to a field posting. Team members are expected to conduct themselves in a professional manner and respect local laws, customs and Mercy Corps' policies, procedures, and values at all times and in all in-country venues.

National Flag of the Republic of China (Taiwan)



TaiwanICDF Logos



附件四：Agok 地區安全簡報



Standard Security Plan

Country Office	South Sudan		
Location/ Field Office	Abyei Area Administration (AAA) Agok office		
Current security phase	LEVEL 2		
Date	14 <sup>th</sup> May 2013		
Primary contact for Country Security Management (SFP)	Primary contact for Field Office Security Management (SFP)		
Name	Mathieu Rouquette, Country Director	Name	Judith Lumu', Head of Office
Tel	+211 955 138 981 – Vivacell +211 927 759 860 - MTN	Tel	MTN + 211 (0)920 708095 Viva Cell: +211 (0) 954 611 948
Email	<a href="mailto:mrrouquette@ss.mercycorps.org">mrrouquette@ss.mercycorps.org</a>	Email	<a href="mailto:jlumu@ss.mercycorps.org">jlumu@ss.mercycorps.org</a>

ABYEI AREA ADMINISTRATION : VISITOR SECURITY BRIEFING PACKAGE

- Security briefing provided - SFP
- SRRC visit and copy of travel papers provided - Operations / Logistics
- Visitor Thuraya assigned - Operations / Logistics
- MC Constant Companion provided - SFP
- Visit agenda, driver details and contact info provided - Operations / Logistics
- Overview of current programs - Program / Project  
Manager

## 1. Distribution

- All staff in-country
- Mercy Corps Regional Director
- Mercy Corps Regional Security Advisor
- All visitors including consultants.

## 2. Introduction

The aim of this Security Plan is to set out the location-specific security rules and procedures that apply to Mercy Corps operations in Abyei Agok, South Sudan. It does not repeat basic security rules or procedures. For those, please refer to the Mercy Corps Field Security Manual.

The Security Plan is designed to help keep you and your colleagues safe, and to enable our work to run smoothly. Every member of the team has a responsibility to promote security, and is required to follow all rules and procedures contained in this Security Plan. Failure to do so could endanger life, and is a disciplinary offence.

## 3. Contacts and Responsibilities

The person overall in charge of security in South Sudan is Mathieu Rouquette, Country Director. The second person is Cynthia Bowes, Country Operation Manager for South Sudan. Other staffs with security-related responsibilities at the field level are:

### Agok/Abyei Security focal person /s, in order of priority are:

1. Judith Lumu- Programme Manager/ Head of Office: + 211 (0) 920 708 095
2. Gaffer Mekki- Deputy Operations Manager: + 211(0)921 011 144
3. Hilary Dorley- Infrastructure advisor: +211 (0) 928 764 162
4. Acuil Atem- CFW Livelihood Program Manager +211 (0) 921 003 303

The first and third staff members are expats from Uganda and Liberia. In the event of their evacuation, Acuil Atem CFW- Livelihood Program Manager will be the national staff designated as Security Focal Point.

This Security Plan will be updated as regularly as necessary. Please read it immediately and keep it with you at all times. If you have any questions about it, or suggestions for improving it, please inform your manager or the team leader as soon as possible.

You should also have a copy of the Mercy Corps Security Policy and Field Security Manual. It is essential that you read and understand it.

### 3. In an emergency:

#### You have two communication channels –

1. Your cell phone (primary) – MTN Agok is the only network in the area
2. Your thuraya (secondary) – You will be assigned a visitor Thuraya. Thurayas also have GPS mapping facilities, become familiar with them on arrival

Use your primary to make contact with Field Security Focal Person: Maker Chabany or follow through the member of security team as list,

- Judith Lumu, Head of Office: + 211 (0) 920 708 095
- Gaffer Mekki – Deputy Operations Manager: +211(0)928 763 602

- Hilary Dorleh – Infrastructure advisor +211 (0) 928 764 162
- Acuil Atem, CFW Livelihood Program Manager +211 (0) 921 003 303

By using Thuraya you can map your location by taking GPS and share it, when it demanded.

Provide details (what, where, when, and who) and recent location

In case there is no MTN coverage you can use thuraya as there is no other network in Agok.

#### 4. The security situation

Since 1964, war erupted in Abyei between Misseriya and Dinka Ngok in Ngolkou, but in 1972 an agreement was reached and the situation normalised, however, civil war erupted again in 1983, until 2005, Located in the border, the impact of the war on Abyei was substantial.

The general situation in Agok /Abyei is calm but unpredictable as most of population are still South River Kiir villages, and there is track of voluntary return to the villages North of Kiir River.

AJOC (Abyei Joint Oversight Committee ) had a 3 days meeting in Abyei to work towards an arm free Abyei from 1 - 3 May 2013. The AJOC meeting was said to be successful in that both parties had agreed to work towards disarmament of the communities in Abyei and agreed to the other points mentioned above. The AJOC had set a date two weeks later to hold a Peace Conference.

After visiting Makir, the delegation went to Diffra ToB (Temporary Operating Base) to break for lunch. Upon leaving Diffra the delegation went through Baloom, where the delegation was met by an armed group of Misseriya having put up road blocks, not allowing the delegation to proceed. During the hold up, more people arrived with arms; where the Paramount chief of Abyei was shot and killed 1 TCC, Ethiopian Peacekeeper, at which time UNISFA troops responded with fire, and a total of 3 TCC, Ethiopian Peacekeepers, were injured. The total number of casualties of Misseriya is unknown (*unofficial source within UNISFA states 14 Misseriya dead, number confirmed by other sources, 10 Misseriya unaccounted for and 18 Misseriya injured. NB: Unofficial figures*).

On May 5, 2013, a mob of Ngok Dinka gathered around the Abyei mosque on 05 May at 1600 and vandalized and destroyed the mosque, despite efforts by UNISFA troops to prevent them. The mob dispersed during the night of 05/06 May after destroying the mosque.

Mercy Corps is not at direct risk of any military activity; though as we are in the same block with other INGOs.

The main groupings relevant in a security situation are:

##### 1. Authorities – RRC:

As a visitor to Abyei Administration Area (AAA), one of your first tasks will be to visit SSRRC in Agok, inform them of your arrival, and provide a copy of your papers if requires.

##### 2. AAA authorities

If your mission is related to one of the AAA department

In case of air evacuation the point is Agok airstrip, but by land road relocation – destination: *Wunrok by New Road if at all possible*

- Wunrok by Athony Road, Mayen Abun (1 SPLA Check Point, Travel Time: 2 hours dry season, 3 hours rainy season)

- Wunrok by Old Road, Ajak Kuac (Military Camp, 3 or more checkpoints, Travel Time: 1 ½ to 2 hours dry season, 3-4 hours rainy season)

Mercy Corps staff at the field have identified the main risks / threats to project staff and impact, and classified them into rank. In the security protocol annexes we have outlined the different security protocol to observe for each rank. We ask that you familiarize yourself with these protocols.

#### **Security rules applicable to AAA:**

- No Curfew experienced before, but should come back at 8:00 PM if you have gone out.
- For travel of more than 3– 4 hours, do not commence travel after 3 pm.
- When travelling outside Agok, or to a different villages ensure you check in with your base location every hour through cell phone from the time you depart, and definitely on arrival if there is network coverage in that village.
- Do not take photos without pre approval from person, group and authorities in that particular place.
- You can move by foot around Agok compound at evening hours upto 7:30 PM.
- **Men: Do not** solicit or seek the company of local women even if it is offered under no duress. This is considered culturally inappropriate and can have devastating consequences on Mercy Corps' image in the State. Impregnating a local woman or indulging in extra marital sex (if the woman is married) can attract local wrath / punishment in the form of cash / in kind payments. As an expat, your behaviour can have consequences on national staff, so **DO NOT INDULGE IN INAPPROPRIATE BEHAVIOUR.**
- **Women:** Dress modestly (local women dress in knee length skirts, but nothing shorter than that).
- Local men appear friendly and frequently come up and greet you or make small talk. Do not be rude, but do not be overly friendly or familiar. Keep your interaction with them short and polite.
- Do not click pictures in public locations particularly if there are military personnel around.
- Do not go into a restaurant where you see a group of military personnel / soldiers, and / or if you are already there, pay your bills and leave immediately.
- MTN network is the only reliable in Agok and surrounding villages ensure you carry MTN line with you.
- For travel over 1 hour by vehicle, request and keep a thuraya phone.
- Keep a torch / flash light with you for long distance travel / travel after dark (even locally)
- Agok is very muddy with stagnant water particularly during the wet season or rainy and malaria is very prevalent particularly during the mentioned season. Always sleep under a mosquito net and use a mosquito repellent, do not eat food that has been left uncovered or meat from local restaurants as sanitary conditions are very suspect.
- Wear appropriate covered shoes as there are scorpions and snakes in Agok, particularly during rainy season and always shake your shoes / bedding items before use, make sure you have a torch which is useful during night time.



- In an emergency use your mobile (primary) and thuraya (secondary) In the event of no cell phone coverage, use your thuraya to identify your emergency situation and provide GPS co-ordinates
- Always wear a seat belt while driving and observe local driving rules (speed limits);
- Always keep your emergency grab bag ready and notify your SFP of where this is (if you are not carrying it with you for field travel during the day). This should contain your passport, travel papers, emergency medication, sun screen, mosquito repellent, hat, spare eye glasses / lenses / lens solution, emergency food and water, matches and lighter, emergency cash (US\$ 300 or a mix of US\$ and local currency equivalent), and a change of clothing.
- Emergency bags should be under 20 kgs to be carried on WFP / UNHAS flights.
- Laptops should always be in laptop bags with all necessary accessories.
- Agok is relatively safe and calm. If the situation is tense, visitors to Agok will be restricted from travelling in and UNHAS will stop their flight in/to Agok. However, should you be faced with threats, stay calm and follow the procedures listed below –

### **1. Shots fired at compound / near the compound**

**YOU:** Stay within compound -> Go to the safe room / Lie on the floor -> Follow SFP instructions and assessment of all clear

**SFP:** Instruct staff outside to go to closest safe haven and not venture back to office -> Contact UNDSS / UNISFA to report -> Contact MCSS Juba to provide 4Ws

**MCSS HQ:** Contact Juba security to report / assess -> Prepare evac of field personnel if required -> Stay in touch with Field to provide updates

### **2. Illegal detention / hostage:**

**YOU:** Stay calm and avoid confrontation -> follow instructions of those who have detained you -> eat / drink water, stay healthy and maintain contact with field office if given permission (your last radio contact with field office will be a good indicator to trace your route)

**SFP:** Contact SRRC / local authorities -> provide last known location of staff from radio contact -> contact UNDSS and MCSS HQ

**MCSS HQ:** Contact Juba security personnel to report / assess -> Contact MCSS regional / global security -> prepare to negotiate with authorities in Juba on return of personnel

### **3. Traffic accident:**

**YOU:** Remain at scene -> provide first aid to injured personnel -> contact field SFP with 4Ws > do NOT make any payments or admit to any liability

**SFP:** Get to the scene with a vehicle and crew -> contact nearest traffic police / dispatch personnel to reach them in person -> travel with trained first aid personnel -> additional first aid kit / antiseptic agent, drinking water, some energy drink -> contact MCSS HQ

**MCSS HQ:** Maintain regular contact with SFP and advice on options / insurance / next steps in the event of MC liability

### **4. Medical evacuation:**

**YOU:** Ensure you are carrying your ISOS / CIGNA with medical information, blood group and emergency contact numbers, on your person -> provide any information on allergies / other useful information to SFP / medical personnel

**SFP:** Collect staff' emergency grab bag from his / her room -> contact local medical facilities

to alert them of arrival and situation -> contact MCSS to prepare for medevac -> contact UNDSS / RCSO personnel on the situation (*staff may be stabilized on the field and then evacuated depending on the type of illness*).

MCSS: Prepare for medevac -> contact ISOS / MC regional to provide situation update -> contact MC HR to gain medical information of personnel (if expat staff)

### **5. Robbery / Banditry**

**YOU:** If you can safely exit the building, do so immediately -> If not, stay in the room where you are -> do not attempt to fight back robbers -> alert SFP / security personnel if they are nearby

**SFP:** Contact local police from a safe location (if in the building) -> Assess safety of staff first and then assets - > contact local SRRC/AAA authorities -> contact MCSS HQ and provide update on potential losses

**MCSS:** Contact Juba security personnel -> arrange for emergency evacuation if threat levels are high (personal injury to staff / personnel / continued safety risk of staff / property)

### **6. Re-location/ Evacuation for security reasons**

*"Mercy Corps will assume responsibility for the return of staff to the point of hire or to the address of record."*

Evacuation is authorised by MCSS HQ SFP / or the field SFP. Assembly points are in the front yard near the vehicles, or if in the guest house in the compound where vehicles are parked.

**YOU:** Keep emergency grab bag ready and check contents ->

**SFP:** Contact INGO Security focal point on the ground -> prepare vehicle (s) for evacuation with emergency rations-> cash from safe, emergency phone credit, and all sensitive personnel files + laptops should be evacuated out of location -> provide instructions to National SFP on protocols / procedures to follow (office closure, minimal staffing, restricted movement or activities) - > contact MCSS HQ on update

**MCSS:** Help co-ordinate evacuation routes / points -> contact Juba security and provide updated list of staff / assets for relocation

### **Medical facilities**

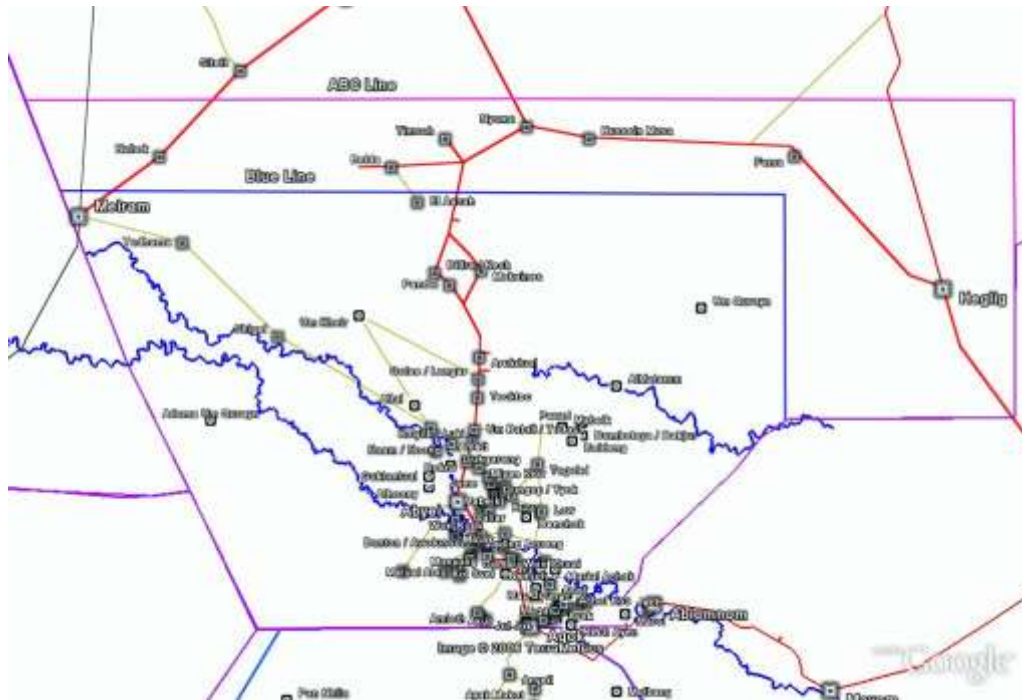
In case of medical emergencies, there are three medical facilities in Agok.

- **MSF clinic:** Getting there
  - Exit MC Office -> turn to road going to Anet market then on your left hand you will see MSF flag and signboard.
  
- **Goal clinic:** Getting there
  - Exit MC office -> turn to right you will sign GOAL CLINIC
  
- **Government clinic:** Getting there
  - Exit MC office turn to road going to Anet market, till junction of Agok Admin Unit and police station, turn to your right hand then go to Agok airstrip is just in west side of airstrip.

**Annex 1:*****Key Contact list***

Name	Appointment	Organization	Mobile & email
Mathieu Rouquette	Country SFP	Mercy Corps	+211 912 168 389 - Zain +211 955 138 981 - Vivacell +211 927 759 860 - MTN
Cynthia Bowes	Country Operation Manager	Mercy Corps	<a href="tel:+211-912-691-848">+211- 912- 691-848</a> -Zain
Clifford Mbizi	Head of RCSO Field Office Abyei	UN Resident Coordinator's Support Office (RCSO); Abyei,	+249 (0) 91 216 6134 +88216 2190 1740 mbizi@un.org
Dirk Adriaan Van Der Bank	Chief Sec Security Advisor	UNISFA	+249 912 178 321 <a href="mailto:vanderbank@un.org">vanderbank@un.org</a>
Andy Barash	Abyei Coordinator	UNOCHA	+249 912 167 408 +211 928 062 560 barash@un.org
Achel Barac Atem	Project Manager/Head of office(Wunrok)	Mercy Corps Sudan	+211 (0)911596742 <a href="mailto:abarac@sd.mercycorps.org">abarac@sd.mercycorps.org</a>
	Air Coordinator Wau	WFP	
	Travel Coordinator Wau	WFP	
	Agok Police Commander (SSP)	SSPS	
Bol Dau Deng	RRC Director Abyei	SSPS	+211 (0) 921 010 841 MTN
Dhieu Bul	RRC Deputy Director Agok	SSPSS	+ 211 (0) 921 457 266 (MTN)

## B. Map



(Note: The information in these attachments may be updated more often than the Security Plan – so is easier to attach them as annexes, and replace them when necessary, rather than to incorporate them into the main body of the Security Plan.)

Signed: **Judith Lumu** Date: 14/5/2013

Authorised SFP Manager

Annex 2

### **Context Analysis:**

Abyei Area is a disputed area between South Sudan and Sudan and is considered one of the hotspots in the border of Sudan and South Sudan. The oil rich area is considered as part of Southern Kordofan State by Sudan and as part of Warrap State by South Sudan. Currently, it remains in disputed status as SAF still occupies Abyei town. The present unresolved border, which speaks to the very sovereignty of Abyei, and the abundance of oil are crucial issues to consider when considering the safety and security of Mercy Corps' operation in Abyei. Currently, the security contingency plan is being formulated and simplified, considering these conditions.

### **History of the Conflict:**

In 1964, war erupted in Abyei between Misseriya and Dinka Ngok in Ngolkou, but in 1972 an agreement was reached and the situation normalised, however, civil war erupted again in

1983, until 2005, Located in the border, the impact of the war on Abyei was substantial. Owing to the 2005 CPA, Abyei was supposed to have referendum the same time as the rest of South Sudan, to determine whether it will remain as part of the North (Southern Kordofan State) or be part of Warrap State, but Abyei’s referendum never happened due to political dispute between the two parties.

In May 2011 war erupted again in Abyei, resulting in SAF occupation of Abyei. The two disputing parties reached an agreement in Ethiopia where principles were agreed on. One such principle was that UNISFA take responsibility of security in the Permanent Court of Arbitration (PCA) box. The May 2001 conflict led to the population north of the River Kiir fleeing to south of the River Kiir – as a result, the south of the River Kiir is populated by IDPs, consequently needing relief-oriented as well as development-oriented programming.

Mercy Corps is among the humanitarian agencies who responded with humanitarian assistance during the May 2011 crises, follow by the September 2011 floods.

**Social Environment:**

Abyei is Dinka Ngok land as it’s defined in the PCA box, but the Northern part of Abyei, towards Mujlid, is populated by Misseriya, who have traditional rights to graze their animals within the PCA box. Abyei is populated by nine Dinka Ngok chiefdoms and bordered with Warrap State towards the South.

During the dry season Misseriya nomads graze their cattle on the River Kiir. It is particularly during this time that incidences occur between the Nomads (Misseriya) and the host community (Dinka Ngok). Most of Dinka Ngok population are returnees or are supporting returnees. The Nomads consider themselves, and are considered, part of Sudan while the Dinka Ngok consider themselves, and are considered, part of South Sudan.

**Infrastructure, geography:**

Abyei borders Southern Kordofan to the North, Warrap State to the South, Northern Bhar el Gazhal to the West, and Unity State to East. Road infrastructure is extremely poor, particularly during the rainy season. Access to goods was previously by road from Khartoum (now closed), and now there is a high reliance on goods from Wau, through Kuajok and Northern Bhar el Gazhal town of Awiel.

**ANNEX 4**

**Security Protocol Checklist:**

**Level 1: Phase 2, Movement as normal - Visitors/Consultant visits allowed**

Operations		Finance		Programs	
<input type="checkbox"/> Daily	Vehicles parked facing gate	<input type="checkbox"/> Daily / weekly	Vendor cash payments by cash at field level	<input type="checkbox"/> Weekly	AM, Friday weekly coordination meeting and briefing
<input type="checkbox"/> Daily	Vehicles on half tank end of day, vehicle key check	<input type="checkbox"/> Daily	Cash count	<input type="checkbox"/> Weekly	Vehicle movement plan and logistic needs to Ops
<input type="checkbox"/> Weekly		<input type="checkbox"/> Weekly	IT data back up	<input type="checkbox"/> Weekly	IT data back up

<input type="checkbox"/> Weekly	Vehicle maintenance and condition check (week end)	<input type="checkbox"/> Bi- weekly or monthly	Cash in safe maximum: 200,000 SSP	<input type="checkbox"/> Weekly	Staff meeting, Security update and inputs
<input type="checkbox"/> Weekly	Emergency food / water supply check	<input type="checkbox"/> Bi-weekly	Bank statement to Juba	<input type="checkbox"/> Monthly	Physical copies of all files to send to Juba
<input type="checkbox"/> Weekly	Fuel reserve monitoring (10 barrels) monthly	<input type="checkbox"/> Bi-weekly	Cash needs from Operations / Programs	<input type="checkbox"/> Monthly	Bulk procurement planning with Ops
<input type="checkbox"/> Weekly	Security equipment check, fire extinguisher, first aid kit)	<input type="checkbox"/> Monthly	OCP – Programs / Ops	<input type="checkbox"/> Based on travel / locations / routes	Obtain security clearance from SFP / Dep SFP
<input type="checkbox"/> Weekly	IT data back up	<input type="checkbox"/> Monthly	Physical files sent to Juba for each month, first week of following month	<input type="checkbox"/>	
<input type="checkbox"/> Monthly	Evacuation list, update for UNCSO/OCHA	<input type="checkbox"/> Monthly	Staff salaries – bank transfer, part payments in cash	<input type="checkbox"/>	
<input type="checkbox"/> Monthly	Expat / re-locatable staff emergency bags check	<input type="checkbox"/>		<input type="checkbox"/>	
<input type="checkbox"/> Monthly	Staff security drill	<input type="checkbox"/>		<input type="checkbox"/>	
<input type="checkbox"/> Monthly	Staff radio refresher training N/A	<input type="checkbox"/>		<input type="checkbox"/>	
<input type="checkbox"/> Monthly	Emergency phone cards in stock (100 - 150 SSP MTN)				

**Level 2: Phase 3: preparedness, visitors/consultants entry post clearance with SFP/key to a minimum**

Operations		Finance		Programs	
<input type="checkbox"/> Immediately and then weekly	Send evacuation list on upgrade to orange and subsequent updates weekly for UNCSO/OCHA	<input type="checkbox"/>	Provide SFP or SFP designate emergency cash envelope of 1,000 SSP and emergency phone credit envelope	<input type="checkbox"/> Daily	AM, briefing. Provide frequent security inputs if require

Operations		Finance		Programs	
<input type="checkbox"/> Immediately	Check all sensitive and personnel files stored in one location for easy transportation	<input type="checkbox"/> Daily / weekly	Vendor cash payments in cash at field level	<input type="checkbox"/> Daily	Reduce large meetings in public spaces, community mobilization activities / seek local authority buy in prior to activity
<input type="checkbox"/> Daily	Vehicles parked facing gate	<input type="checkbox"/> Daily	Cash count	<input type="checkbox"/> Weekly	Check with SFP on local travel, routes and obtain clearance
<input type="checkbox"/> Daily	Vehicles on half tank end of day, vehicle key check	<input type="checkbox"/> 2x week	IT data back up	<input type="checkbox"/> Weekly	Vehicle movement and logistic needs to Ops
<input type="checkbox"/> 2x / week	Radio check with WFP base N/A	<input type="checkbox"/> Weekly, bi-weekly Field office	Cash in safe should be less than: 200,000 SSP. Provide expat staff with emergency cash envelope with 1,000 SSP cash, emergency phone cards for safe keeping	<input type="checkbox"/> 2x / week	IT data back up
<input type="checkbox"/> 2x / week	Vehicle maintenance and condition check	<input type="checkbox"/> Weekly	Bank statement to Juba	<input type="checkbox"/> Weekly	Staff meeting, Security update and inputs
<input type="checkbox"/> 2x / week	Emergency food / water supply check	<input type="checkbox"/> Weekly	Cash needs from Operations / Programs	<input type="checkbox"/> Monthly	Physical copies of all files to send to Juba
<input type="checkbox"/> Weekly	Fuel reserve is 5 barrels	<input type="checkbox"/> Bi-weekly	OCP – Programs / Ops	<input type="checkbox"/> Monthly	Reduce bulk procurement
<input type="checkbox"/> 2x/week	Security equipment check (Thurayas charged, radios, car radios, fire extinguisher, first aid kit)	<input type="checkbox"/> Bi-weekly	Physical files sent to Juba for each month	<input type="checkbox"/> Based on travel / locations / routes	Obtain security clearance from SFP / Dep SFP on daily, weekly basis.
<input type="checkbox"/> 2x / week	IT data back up Check laptops and all accessories stored together	<input type="checkbox"/> Monthly	Staff salaries: Pay in cash No bank in the area	<input type="checkbox"/>	
<input type="checkbox"/> Weekly	Driver / Guard drills on dismantling car batteries / engine of vehicles to be	<input type="checkbox"/>		<input type="checkbox"/>	

Operations		Finance		Programs	
	left behind in emergency evacuation				
<input type="checkbox"/> Weekly	Expat / re-locatable staff emergency bags check	<input type="checkbox"/>		<input type="checkbox"/>	
<input type="checkbox"/> Bi-weekly	Emergency phone cards in stock (100 SSP Vivacell, 100 SSP MTN)				



**Level 3 Phase 4-5 Evacuation phase**

Operations		Finance		Programs	
<input type="checkbox"/>	Call UNCSO/OCHA /UNSIFA with office / g/h co-ordinates, provide staff numbers (for evac) and assets. Understand evac procedures / safe haven points to gather.	<input type="checkbox"/>	Provide SFP or SFP designate emergency cash envelope of 1,000 SSP and emergency phone credit envelope for safe keeping	<input type="checkbox"/> Immediately	Suspend all activities, and / or follow SFP protocol on national staff Head of Office designate
<input type="checkbox"/>	Gather all sensitive personnel files, finance and last program files in one location / box for transportation	<input type="checkbox"/>	Suspend all payments and provide Juba office with last cash count. Transport additional money into WRK office and necessitate to deposit in bank Wau or Aweil KCB	<input type="checkbox"/> Immediately	Inform SSRRC on suspension of activities and provide staff with administrative leave until further notice
<input type="checkbox"/>	Vehicles parked facing gate	<input type="checkbox"/>	Provide Ops / Logs with last finance files and last IT data back up	<input type="checkbox"/>	Provide Ops / Logs with last physical files and IT data back up
<input type="checkbox"/>	1 Vehicle to be on full tank gas, the others two battery and engine wires to be dismantled			<input type="checkbox"/>	Arrange for staff to be dropped back to home locations
<input type="checkbox"/> Immediately	Emergency food / water supply check. Load food and water supplies into vehicle				
<input type="checkbox"/>	Check additional fuel reserves in vehicle, first aid kit				
<input type="checkbox"/>	Security equipment loaded in car (thuraya with				

Operations		Finance		Programs	
	charger)				
<input type="checkbox"/>	Last data back up for all departments collected; Laptops and all accessories loaded in vehicle				
<input type="checkbox"/>	Expat and re-locatable staff emergency bags ready and loaded into vehicle				

## Threats Analysis

Rank #	Threat	Threat Details (Where and When does the threat occur)	Classification (Direct, Indirect, or Crime)	Threat Level (Low, Medium, High, Severe)	Impact (1=very low - 5=very high)	Probability (1=very low- 5=very high)
1	Misseriya migration toward South Abyei	State border: Unity State:(Abiemnom County ) Abyei PCA box	Direct	High	4	4
2	Unresolved issues (border demarcation, Abyei referendum	Whole of Abyei and ongoing since 2008 to present	Direct	High	4 -5	4
3	SAF and unauthorized forces in PCA box	Abyei area according to PCA box	Indirect	Medium	4	2
4	Landmines on roads and return villages	All road leading out of Abyei town toward villages and payams northern river Kiir	Direct /indirect	Medium /high	5	3
5	Natural disaster (floods /road access )	Rainy season and all counties in Abyei as well as road to Wau and other states	Direct	High	4	4
6	Availability of	Rainy season, all roads in Abyei (particularly	Direct	High	4	4

	commodities ,fuel and price	road to Warrap and Awiel)				
7	Conflict between host community and nomads	Dry season at River Kiir	Direct /indirect	High	4	3
8	Robbery /crime	Northern road to KRT, within Agok due to current difficult situation	Direct	Low – Medium	2 -3	2
9	Political differences	SPLM - Ngok Dinka NCP (National congress party )– Misseriya	Indirect	Low – Medium	3	2

## Performance Management: Instructions and Documents for Using the System

### Performance Management is all about *COMMUNICATION*.

- Clarifying expectations · Giving positive and corrective feedback · Identifying and removing obstacles to effective performance
- Focusing on the future · Ensuring there are no surprises at review time

### Performance Management Plan Summary

**Part One:** The **Review of Prior Year's Performance** (Sections A and B) is used to evaluate and document team member performance over the previous year and determine merit increase eligibility.

**Part Two:** The **Performance Plan for the Coming Year** (Sections C and D) is used to plan and document team member goals for the year ahead – plans to improve performance, develop your career, identify what you'll do to contribute to your team's outcomes

**Part Three:** **Performance Plan Signatures** (Section E) is used to acknowledge understanding of Plan documents and discussions by Team Member and Supervisor.

#### Part One: Review of Past Year's Performance

##### Preparing for the Annual Performance Review: the Supervisor

- Reviews job description and responsibilities expected of team member.
- Lists any additional responsibilities Team Member has performed during performance period.
- Solicits feedback from Team Member's colleagues and completes Supervisor's Statement in *Section B*.
- Reviews success in meeting Mercy Corps' 8 expectations
- Reviews performance over the past year; identifies areas for improvement and areas of exceptional performance.

##### Preparing for the Annual Performance review, the Team Member:

- Reviews job description and responsibilities expected.
- Reviews any additional responsibilities performed during performance period.
- Reviews success in meeting Mercy Corps' 8 expectations.
- Conducts Self-Assessment *Section A*
- Completes Managing Your Career in *Section C*.

#### Part Two: Planning for Year Ahead

##### Preparing the performance plan at the beginning of the next performance period: the Supervisor and the Team Member:

- Discuss the responsibilities and 8 *Mercy Corps Performance Expectations*
- Review the job description and responsibilities of Team Member.
- Write your Workplan objectives for the coming year. Enter in *Section D*.

- Identify any performance improvement, career growth and learning goals for the upcoming performance period and enter in *Section D*.
- Enter signatures and dates in *Section E*.

#### Goals of Performance Management

1. Promote consistent understanding of Mercy Corps' organization-wide high standards and expectations of performance.
2. Provide a transparent framework and mechanism for measuring and rewarding performance.
3. Establish a framework for employee development.
4. Maintain Mercy Corps' status as a world class organization known for its consistently excellent staff.

#### Eight Mercy Corps Performance Expectations

Mercy Corps expects all its team members to strive for excellence and deliver high-quality results. Each Mercy Corps Team Member is expected to add strategic value as a social entrepreneur who makes Mercy Corps a world class organization.

1. **Performance:** Fulfill the requirements of the Position Description and demonstrate flexibility with other duties as assigned;
2. **Team Objectives:** Achieve the objectives in the annual Workplan (*sometimes called the Individual Operating Plan*) and contribute in a significant way to meet the objectives of the office, department, or unit;
3. **Interpersonal Skills:** Conduct oneself with sensitivity, awareness and respect when working with diverse groups of people, including Mercy Corps staff, beneficiaries and partners, and colleague agencies;
4. **Dependability:** Act at all times as a reliable and effective team player, volunteering to help without being asked;
5. **Initiative and Results:** Proactively enhance the quality of programs, outputs, workplace environment and relationships;
6. **Representation:** Represent Mercy Corps and its programs to constituent groups (the team, program participants, donors, partners, government and the public) by demonstrating a personal commitment to the mission and values of Mercy Corps and a sound knowledge of the organization, its principles and its programs;
7. **Leadership and Social Entrepreneurship:** Demonstrate leadership by being a positive example to others, a positive force programmatically and organizationally; foster a culture of innovation;
8. **Commitment to Learning and Growth:** Demonstrate commitment to develop, acquire, document and apply best practices in related fields, and apply solutions to obstacles to organizational effectiveness.



## *Review of Prior Year's Performance*

### **Team Member Information**

Name	Review Period From:
Job Title Design Monitoring and Evaluation Manager	Supervisor's Name & Title Amanuel Dibaba Deputy Country Director

### **Section A**

#### **Team Member's Self Assessment**

*(to be completed by Team Member)*

**Describe what you think you did well with regard to your job performance over the last year. Describe areas for improvement in both the quality of the outcomes you achieve and the quality of the processes and behaviors you use to achieve them. Take into account your position description, work plan and additional responsibilities over the past year.**

### **Section B**

#### **Supervisor's Statement**

*(to be completed by the Supervisor)*

The Supervisor's Statement should describe the Team Member's performance over the last year. Please collect feedback from the Team Member's peers and other colleagues to provide a comprehensive understanding of how s/he is meeting or exceeding expectations. *(Note: This is also a good time for Supervisor to ask for feedback on his/her management effectiveness and the quality of the supervising relationship. Type additional page if space is insufficient.)*



## *Performance Plan for the Coming Year*

### Team Member Information

Name	Performance Plan Period
Job Title Design Monitoring and Evaluation Manager	From
	Supervisor's Name & Title Amanuel Dibaba

*Next Review Date:* \_\_\_\_\_

### *Section C*

#### Managing Your Career\*

(to be completed by Team Member)

What are you considering for your next career move?

What can your supervisor do to help facilitate your future career goals?

Willingness to relocate?	International		Current Location	
	Regional		Department	
	In-Country		Other	

*\* Specific activities needed to accomplish these goals should be inserted in the Development Plan in Section E.*

*Section D*

	<b>Projects / Objectives</b>	<b>Activities / Deliverables</b>	<b>Support Required by Supervisor and others</b>	<b>Due Date / Timeframe</b>
--	------------------------------	----------------------------------	--	-----------------------------

**Work Plan – Objectives driven by your specific duties and responsibilities to fulfilling the Team Goals (ie. What will you do to specifically contribute to the Team Objectives).**

--	--	--	--	--

*Section D (cont'd)*

	<b>Objectives / Impact</b>	<b>Activities / Deliverables</b>	<b>Support Required by Supervisor and others</b>	<b>Due Date / Timeframe</b>
--	----------------------------	----------------------------------	--	-----------------------------

**Development Plan – What activities will undertake in order to improve your performance, develop your strengths, and advance your career objectives? What activities will you undertake to connect to best practices related to your field? The elements in your development plan should be specific reflections of both your self-assessment and career objectives.**

--	--	--	--	--



**Performance Review and Performance Plan Signatures**

**Section E**

<p align="center"><b>Performance Review Signatures – Team Member</b></p> <p><i>I have discussed and understand my performance review.</i></p> <p>Comments:</p> <hr/> <p>Date <span style="float:right">Team Member</span></p> <p>Signature</p> <p align="center"><b>Performance Plan Signature</b></p> <p><i>We have discussed and agreed on the Performance Plan for the Coming Year.</i></p> <p>Comments:</p> <hr/> <p>Date <span style="float:right">Team Member</span></p> <p>Signature</p>	<p align="center"><b>Performance Review Signatures – Supervisor</b></p> <p><i>I have discussed my team member’s performance over the previous 12-month performance period.</i></p> <p>Comments:</p> <hr/> <p>Date <span style="float:right">Evaluating Supervisor</span></p> <p>Signature</p> <p align="center"><b>Performance Plan Signature</b></p> <p><i>We have discussed and agreed on the Performance Plan for the Coming Year.</i></p> <p>Comments:</p> <hr/> <p>Date <span style="float:right">Department</span></p> <p>Head/Director of Program Signature</p>
	<input type="checkbox"/> Copy to Personnel File <input type="checkbox"/> Copy to Team Member <input type="checkbox"/> Copy to Supervisor

**If you change the existing position description (PD),  
please submit a signed version of the new PD**

**Section F**

<p><b>Merit Increase Eligibility</b>  <i>(to be completed by Supervisor)</i></p>	
<p><b>Increase range FY 2006: 1% to 4%</b></p>	<p><b>Based</b></p>
<p><b>on the fulfillment of the Eight Mercy Corps Performance Expectations</b></p>	

**0% = Does Not Meet Expectations      1 - 2% = Meets Minimal Expectations, Improvement Required**  
**3% = Meets Expectations                      4% = Exceeds Expectations**

<i><b>Increase Recommended</b></i>	<i><b>Increase Not Recommended</b></i>
<p><i>Amount of Increase:</i> (Note that no increase or an increase of greater than 4% will require Executive approval.)</p>	<p><i>Attach comments regarding reasons for Team Member ineligibility due to substandard performance and indicate what appropriate remedial action will be taken.</i></p>
<p><i>Date</i> <span style="float: right;"><i>Supervisor</i></span></p> <p><i>Signature</i></p>	<p><i>Date</i> <span style="float: right;"><i>Supervisor</i></span></p> <p><i>Signature</i></p>
<p><i>Date</i></p> <p><i>Department Head/Director of Program Signature</i></p>	<p><i>Date</i> <span style="float: right;"><i>Department</i></span></p> <p><i>Head/Director of Program Signature</i></p>

## 附件六：MCSS 機構評估說明

### Taiwan ICDF organization assessment report outline

- **Organizational Performance**

#### **1. Effectiveness**

(How does MCSS achieve organizational mission, purpose and goals?)

MCSS achieves organizational mission, purpose and goals through working with project stakeholders mainly the beneficiary community and their traditional structures. We consult and engage the project participants, local government authorities and our donors throughout the project life span and beyond. This guarantees stakeholders buy-in and creates sense of ownership in our work. More importantly, MCSS ensures that its program delivery is tailored to address challenges facing the community. We always review, monitor and appraise our approaches to respond to the changing needs. Moreover we also participate in technical (coordination) forums both at state and national levels and share our success/challenges/lesson learned as well as learn from experience other to excel in our work. We continuously work with our donors to generate funds to support our project and organizational objective. MCSS also hires, trains and retains experienced and dedicated staff to achieve its goals.

#### **2. Efficiency**

(How does MCSS deploy resources? How to reach optimal use to obtain the results desired)

MCSS deploys resources in the most effective way and earns the best value for money. A line share of our resources is channeled to direct program delivery. Only a reasonable amount is allocated to non-program sector (support functions). In view of the high cost of doing business in South Sudan, MCSS still maintains a relatively low program to support to cost ratio (“ $\alpha$ ” value) which has been commended as acceptable by most donors. MCSS also promotes community participation (eg. labor, land and local construction materials for communal infrastructures) and government contribution (eg. vaccines for restocking activities) to achieve optimum result in program delivery. MCSS strongly believes in sharing resources with humanitarian actors working towards shared objectives. All our premises in South Sudan are shared with one or more NGOs. As a result our operating costs are born by all users collectively. This has significantly reduced our office running and maintenance costs throughout the country. Similarly, we recruit and deploy

personnel with outstanding skill and experience. Every employee will be provided with job description and is expected to set performance benchmarks to be attained over a period of time. Staff will be evaluated and provided with feedback to excel in their performances.

### **3. Relevance**

(How does MCSS continue to be relevant to the stakeholders? (Implying the ability to adapt to a changing context))

As discussed above, MCSS follows a participatory approach where feedback from stakeholders informs its strategic direction, program priorities and approaches. Besides, MCSS has an established presence and extensive network in its area of operation which continually keeps us and our team apprised of changing situation in the country. This enable us remain dynamic and adapt to changing circumstances. Being a community centered organization; MCSS continually conducts assessments to evaluation the humanitarian context and desire needs within community. Most of our interventions are out of justified needs from household assessment and through community consultations. MCSS also participate in both national and international coordination forums where food security, livelihoods as well as health and nutrition situations and trends in the country are discussed. Hence we're always informed on the routine and unfolding circumstances which help us to refocus our effort to the needs as required. In addition, MCSS have a robust M & E team that monitors the program performances, external and internal challenges and lessons learned to continuously reshape its operations.

### **4. Financial Viability**

(How does MCSS raise funds?)

MCSS raises funds from both institutional and private donors. Among our bilateral donors are ECHO, USAID/OFDA, ICDF and UN/WFP. We also receive funds from pulled resources in country such as the Common Humanitarian Fund (CHF/UNDP). We are the highest recipient of CHF grant for Education in Emergency (EiE) in the country. We have been awarded three subsequent grants for Food Security and Livelihoods from the same envelop. In all cases, Mercy Corps designs and submits high quality technical proposal to its donors to be able to secure funds. Our competency in successful program delivery has earned us the trust of its donors which is an incentive to secure subsequent funding from the same donors. While OFDA has issued three consecutive awards to MCSS, ICDF and ECHO has awarded two successive grants.

- **External Environment**

- 1. Political/ administrative/ legal contexts of South Sudan**

The Government struggles to morph from its origin as guerilla liberation movement to a functioning and democratic pillar of power. Nepotism and cronyism are rampant within all levels of power. The power elite seems disconnected from its base, but show little interest to improve the lives of their citizens. Most have fought during the war, and that is all the legitimacy they need to stay in power. Attacks on journalists and civil society leaders have increased drastically since independence, in what appears to be a growing repression and a will to silence critics of the government and its bloated security apparatus. The socio economic indicators are very low, and the dispute with Sudan deeply hurts an economy almost exclusively reliant on oil. South Sudanese do not see the much promised peace dividends, let alone the independence dividends. The opacity over the exact amount of foreign reserves held by the Country's Central Bank make it difficult to assess how long the Central Government will be able to pay for its security services, which still account for 45% of the National Budget. We have already experienced sporadic and localized incidents involving security services protesting against delays in receiving their wages. Should this situation worsen, the country would disintegrate over ethnic lines and would see the emergence of local is widespread, following several decades of civil war with Sudan.

- 2. Economic conditions**

Subsistence agriculture provides a living for the vast majority of the population. Property rights are tentative and price signals are missing because markets are not well organized. South Sudan produces nearly three-quarters of the former Sudan's total oil output of nearly a half million barrels per day. The government of South Sudan derives nearly 98% of its budget revenues from oil. Oil is exported through two pipelines that run to refineries and shipping facilities at Port Sudan on the Red Sea. In early 2012 South Sudan suspended production of oil because of its dispute with Sudan over transshipment fees. This had a devastating impact on GDP, which declined by at least 55% in 2012. Annual inflation also peaked at 79% in May 2012.

South Sudan holds one of the richest agricultural areas in Africa with fertile soils and abundant water supplies. Currently the region supports 10-20 million head of cattle. South Sudan does not have large external debt or structural trade deficits and has received more than \$4 billion in foreign aid since 2005, largely from the UK, US, Norway, and Netherlands. Following independence, South Sudan's central bank issued a new currency, the South Sudanese

Pound, allowing a short grace period for turning in the old currency. Long-term economic problems facing the country include maintaining macroeconomic stability, improving tax collection and financial management, focusing resources on speeding growth, and improving the business environment.

### **3. Socio-cultural conditions**

While Sudan to the north is influenced by Islamic culture, majority of South Sudanese embrace Christianity and African traditional animist religions though Islam is not altogether absent. Ethnic groups present in South Sudan include the Nuer, Dinka, Kakwa, Bari, Lugbara and Keliko people, Azande, Muru, Baka, Madi, Mundu, Avokaya, Jur people, Shilluk, Kuku, Murle, Mandari, Didinga, Ndogo, Bviri, Lndi, Anuak, Bongo, Balanda, Ottuho (Latuka and Lokoya people), Topossa, Lango, Dungotona, and Acholi. Due to the many years of civil war, the culture is heavily influenced by the countries neighboring South Sudan. Many South Sudanese fled to Ethiopia, Kenya and Uganda where they interacted with the nationals and learnt their languages and culture. For most of those who remained in the country, or went north to Sudan and Egypt, they greatly assimilated Arabic culture. Most South Sudanese kept the core of their culture even while in exile and diaspora. Traditional culture is highly upheld and a great focus is given to knowing one's origin and dialect. Although the common languages spoken are Arabic Juba and English, Kiswahili is being introduced to the population to improve the country's relations with its East African neighbors.

### **4. Infrastructure**

The civil war left the country totally shattered and following years of under-investment resulted in dilapidated infrastructure. South Sudan has no/little road infrastructure - just 60 km of paved roads. Electricity is produced mostly by costly diesel generators and running water is scarce. The situation has improved during the 7 years that followed the Comprehensive Peace Agreement (CPA), mostly driven by the international community. Hundreds of millions of dollars were pumped into the economy and massive development projects were undertaken. Some of the infrastructures which were built include roads, schools and clinics. However, the country's capacity to operate, deliver and sustain public services is almost inexistent. There is still no mechanisms in place for routine repair and maintenance of roads and poor education & health coverage persists in the most remote areas of the country. As a result of these massive structural shortfalls, the country growth and development is significantly hampered.

- **Organizational Capacity**

1. **Strategic leadership**

(MCSS structure, governance, strategic planning)

The Country Director has overall responsibility for MC operations in South Sudan. In addition Deputy Country Director (responsible for program design and implementation), Finance Managers (responsible for financial compliance in accordance with MC & donors rules and regulations) and Operations Manager (manages procurement, operations and logistics), all form part of Senior Management Team (SMT) and assist the Country Director in his oversight responsibility of Mercy Corps operation in South Sudan.

MCSS has a decentralized management structure. Program Managers (PM) are responsible for coordinating and supervise program implementations. A PM controls one or more programs depending on the grant size and scope. All of our field base offices are led by Heads of Offices (HoO). HoOs are responsible for overseeing the day to day running of the field operations. In most cases, a senior program person in a field location is assigned to take on the HoO role. The country office in Juba provides overall guidance and direction for the program implementation and assist with logistical support as required. The Juba office also acts as linkage to HQ, donors, National Clusters and provides a platform for information exchange between the field team and stakeholders at the national level. (See MCSS organogram attached).

MCSS develops its strategic plan on annual basis. Strategic plan development exercise within Mercy Corps is coordinated and harmonized globally to ensure homogeneity in standard. However, countries develop their own strategic plan on the basis of the local context in their operation areas. (See attached MCSS FY14 strategic plan).

2. **Human resources**

MCSS maintains staff with diverse skills and experience both in the country office in Juba as well as in its field offices. Majority of MCSS staff members are South Sudanese national. Few international staff deployed to train, mentor and guide their national counterpart. (See the attached table for staff list and deployment detail).

3. **Core resources**

(Financial and infrastructural capacity)

MCSS has adequate financial and infrastructural capacity to deliver good quality program. It has a strong fundraising team and works with its headquarters in US and UK to generate resources both in cash and in-kind to support its operation. In the year 2012-2013, MCSS has raised close to 10

million USD both in cash and in kind (food). Besides the ability to raise funds, MCSS has very sound financial management capacity. It has a detailed financial management manual and up-to-date software to track, document and report its financial transactions. MCSS offices are regularly audited and subject to an Ad hoc reviews from HQ.

Similarly, MCSS also has adequate infrastructure including office premises with high-speed internet, warehouses and living quarters for its field staff. While we own the offices and guesthouse in Agok, Wunrok and Malualkon, we rent office facilities in Leer, Maban, Bentieu and Juba. Mercy Corps premises are secured and each premise have reliable power sources supplied disease generator.

#### **4. Inter-institutional linkages**

(The relations, partnerships and alliances with Mercy Corps headquarters or other institutions)

MCSS has a close working relationship with its headquarters based in Portland, Oregon (US head quarter) and Scotland in UK. There are desk officers responsible in both headquarters who provide technical support for country program and liaise between the country office and donors based in Europe and the US. In addition to the desk officers, the Technical Support Unity (TSU) based in the US as well as the Regional Finance Officers (RFOs) based in both Europe and US provide support to MCSS.

Our office in Tokyo works on developing partnerships with new donors in East Asia.

In country MCSS works with a wide range of NGOs. We chair the urban livelihoods/Cash Transfer working group and coordinate the activities of NGOs in this sector. We are also the cluster co-leads agency for food security and livelihoods in Unity state. MCSS is also an active member of the South Sudan NGO Forum (an umbrella body for both indigenous and international NGOs). We have strong partnership with GIZ and we are preparing a 2 year urban livelihoods program funded by DFID. We also work very closely with USAID/OFDA, ECHO in country.

- **Organizational Motivation**

- 1. History (How and why MCSS got started)**

Mercy Corps has been implementing emergency response, early recovery and long term development program in the South Sudan since 2004. Initially, Mercy Corps launched an emergency relief program in Sudan to respond to the Darfur crisis. It then expanded its operation into South Sudan to assist



communities affected by the years of devastating civil war with Sudan. Mercy Corps has since been assisting vulnerable households through provide conflict and disaster affected population with emergency frontline services, promote economic development and community investment and developing disaster resilient communities through innovative mitigation solutions.

## **2. Mission**

To provide need based package of assistance to enable communities overcome socio-economic hurdles and attain sustainable self-reliance.

## **3. Incentive and rewards**

Mercy Corps is committed to work with the private, public and civil society sectors to foster secure, productive and just communities. Mercy Corps believes that crisis are a time when the status quo can be challenged and that times of strife can be turned into opportunities.

The organization strives to build long-term resilience by catalyzing community-led, market-driven solutions. Because they are the best agents of their own change, communities must co-create, lead and ultimately own anything we do together.

We believe social innovations can transform lives. We leverage our robust global program platform to identify breakthrough ideas, test them in the field and scale them broadly. There are no easy or fast fixes to the complex challenges we confront, for that reason, we take an integrated, systems approach.

Finally, Mercy Corps believes in evidence and learning. To progress on major global challenges, we capture data, measure change and share lessons learned.

In South Sudan, we are working in an emergency context and provide South Sudanese and refugees with crisis frontline services in areas that are most affected by conflict and disasters and where the operations are the most challenging. We strive to maintain our market-driven approach by minimizing in-kind handouts.

Our objective is to help the country transition as soon as possible into early recovery. To achieve that goal, we promote economic development and economic investment. We leverage existing skills and local agents of change to maximize our impact.

Finally, we capitalize on our experience in South Sudan to build long-term resilience to natural and man-made disasters. We focus on Natural Resource Management, Environment Degradation, Climate Change Adaptation, Energy Poverty and Disaster Risk Reduction.

## What is the programme addressing?



- Conflict in Abyei continues to impact the lives and the livelihoods of the community;
- Majority of households in the Abyei area survive on food assistance and suffer periodic shocks induced by food shortages (*based on the market and rapid food security assessments conducted in 2011 and 2012*)
- Inaccessible roads due to the rainy season hampering food access and availability and increasing food prices;

## Background



- Working with Taiwan ICDF and with support from the local leaders and local Gov't;
- Proposed activities will leverage Mercy Corps' existing food security support to vulnerable households funded by ECHO and USAID/OFDA, as well as similar interventions by FAO and other food security actors;
- Complement food security interventions for enhanced rainy season production and provide HHs with the opportunity to cultivate vegetable crops

# Background



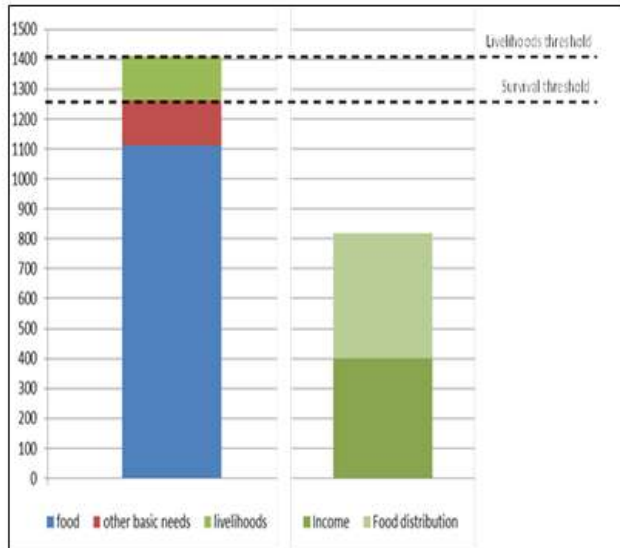
- The program will primarily target women; preventing them from engaging in negative coping strategies (brewing alcohol, tree cutting etc.) while building on the previous ICDF program, which demonstrated a positive impact on community acceptance, food security and nutrition;
- The programme will also provide technical capacity building to SAARF' key agricultural extension staff.

# What is the programme addressing?



- Conflict in Abyei continues to impact the lives and the livelihoods of the community;
- Majority of households in the Abyei area survive on food assistance and suffer periodic shocks induced by food shortages (*based on the market and rapid food security assessments conducted in 2011 and 2012*);
- Inaccessible roads due to the rainy season hampering food access and availability and increasing food prices;

# What is the programme addressing?



- HHs living just below a survival threshold for basic food and non-food needs;
- They also lack alternative income to meet other basic needs such as medical...negative coping mechanisms, hence reducing their food intake.

# What is the Problem?



- SAARF has very limited capacity and can hardly meet the needs for effective delivery of agricultural extension services to vulnerable communities; inadequate trained extension workers, limited mobility to reach out to the community and inadequate equipment and facilities.

# Program Goal



G O A L	Strengthen the ability of vulnerable households to cope with food insecurity and to diversify dietary intake through innovative governance models	Enhanced community capacity to access, improve and diversify food production while reinforcing the local government capacity to deliver services.	Build community capacity to improve and diversify household food production while reinforcing the local government capacity to deliver services
	A C T I V I T I E S	<b>Farmer Group Formation</b>	<ul style="list-style-type: none"> <li>Vulnerable HHs will be identified using a MC selection criteria: FCS, food aid ratio, health, gender disability etc</li> <li>Community leadership will be central in the selection</li> <li>Second season farmers to be targeted</li> <li>2000 HHs</li> </ul>
		<b>Lead farmers training on improved cultivation techniques</b>	<ul style="list-style-type: none"> <li>Focus on principles and practices of vegetable farming, vegetable PHH, treadle pump use ultimately aiming on guiding farmers on “the need to save seed” and “how to save seed”.</li> <li>TOT training</li> </ul>
<b>Seeds and tools distribution</b>		<ul style="list-style-type: none"> <li>Assorted vegetable seeds including ½ kg of okra seeds; 50 gms of tomato seeds; 50 gms of sukumawiki (local greens); 50 gm Khodrah (local greens); and, 50 gm Rjileh (local greens) and 80 sets of treadle pumps (two per group) to be procured and distributed to the beneficiaries upon successful completion of their</li> </ul>	

# Programme Goal



## Capacity building support to SAAF

- Improve the extension service delivery to the farming community in Abyei area
- Capacity building of SAARF staff to be conducted by the ICDF Taiwan Technicians
- Facilitate enrolment of two extension workers to attend an advanced course in agriculture extension in Yei Vocational Training Centre.
- Additional training in strategic planning, project management cycle, proposal development and report writing skills among others
- ICDF technicians and a local partner and SAARF will design, budget and implement 5 micro projects of 10,000 SSP each (grants are to support facilitation of ext services, maintenance of agric inputs and tools etc)

# Programme Goal



## Key Outputs

- 80 Farmer Groups formed (each comprising of 25 households)
- 80 lead farmers trained on improved cultivation techniques
- 2,000 Households receive assorted seeds and tools
- 5 micro grants are successfully implemented by the SAARF
- 3 SAARF staff trained
- 85% of targeted households report an increase in cultivated acreage.

# Work Plan (Oct 13-March 14)



**Overall Objective: Strengthen the ability of vulnerable households to cope with food insecurity and to diversify dietary intake through innovative governance model**

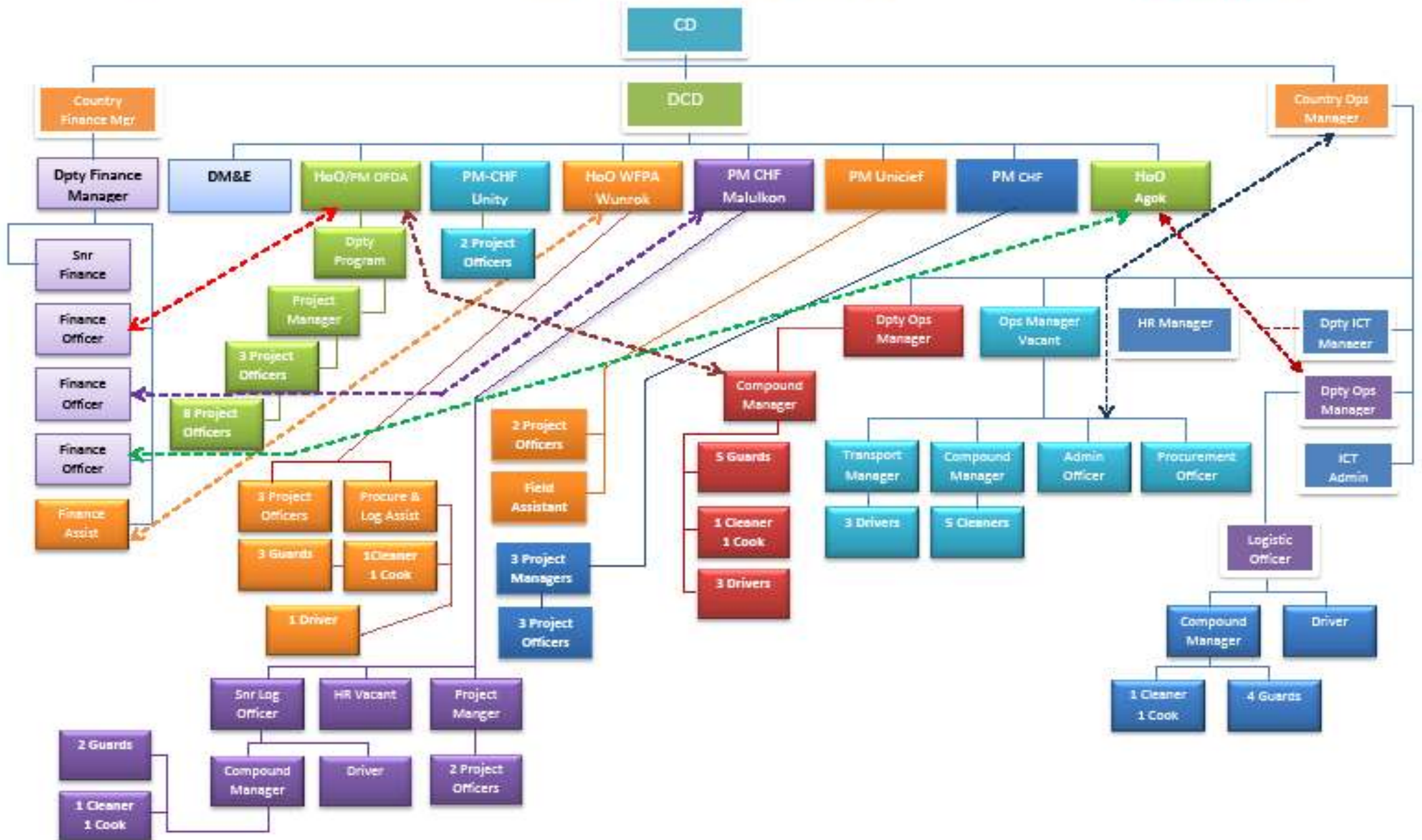
#	Activity/Month	October	November	December	January	February	March
<b>1</b>	<b>farmer groups formation</b>						
	consultation meeting with leaders, RRC and local authority and programme launch						
1.1	beneficiary identification, selection and registration						
1.2	group formation						
1.3	land identification and site selection						
1.4	planting and crops management						
1.5	harvesting field crops						
1.6	<b>lead farmers training</b>						
2	<b>lead farmers selection</b>						
2.1	lead farmers selection						
2.2	lead farmers training						
3	<b>seeds and tools distribution</b>						
3.1	seeds and tools procurement						
3.2	seeds and tools distribution						
3.3	technical support to farmers						
4	<b>capacity building support to SAARF</b>						
4.1	SAARF induction trainings						
4.2	micro grant committee set up						
4.3	grant disbursement						

**附件八：MCSS 人員配置表及組織架構圖**

		<b>Nationals</b>					<b>Expats</b>		
<b>S/N</b>	<b>Location</b>	<b>Number</b>	<b>Male</b>	<b>Female</b>	<b>S/N</b>	<b>Location</b>	<b>Number</b>	<b>Male</b>	<b>Female</b>
1	Juba	14	8	6	1	Juba	4	3	1
2	Bentieu	17	14	2	2	Bentieu	1	1	0
3	Agok	21	17	4	3	Agok	3	2	1
4	Malualkon	11	9	2	4	Malualkon	0	0	0
5	Wunrok	7	5	2	5	Wunrok	0	0	0
6	Maban	8	6	2	6	Maban	1	1	0
7	Total	78	59	18	7	Total	9	7	2

**MCSS Staff Deployment Table**









**Country:** South Sudan

**Country Director:** Mathieu Rouquette

### Current Country Documentation

Link to country strategy on the DL<sup>21</sup>: (To be completed end of April 2013)

*It seems that your country did not have a stand-alone strategy last year. Please attach your country strategy.*<sup>22</sup>

Link to FY2013 Country Plan:

<https://mcdl.mercycorps.org/gsd/docs/SouthSudanAnnualPlanFY13.pdf>

### Part I. Country Context

- A. *Please provide a short summary of the country context drawing from your strategy's full country analysis. Include a summary of the political, social, economic, and environmental trends of the country including which groups you are targeting.*

2013 doesn't begin well for South Sudan, and no concrete exit strategy seems to be in place to weather the profound crisis that started in 2012. The signature of the Cooperation Agreement with Sudan in September, which saw both countries finally agree on transit fees for South Sudanese oil traveling in Sudanese pipelines, raised hopes that both countries would finally resolve their differences and salvage their smothered economies. But the necessary security arrangements, preconditions for the implementation of the agreement, failed to materialize. South Sudan's oil production has not resumed, depriving the country from 98% of its GDP.

Meanwhile, Sudan strives to weaken Juba's position at the African Union negotiating table to advance its interests over post-secession arrangements (Abyei for instance) and supports militias fighting the Juba Government, while South Sudan still allows SPLM-N fighters to use refugee camps in South Sudan as rear bases. Ugandan arms are present in the Nuba mountains, showing that Juba actively or passively allowed military support to the SPLM-N in Sudan. Armed forces from both countries continue to maneuver at the border in direct contravention of the demilitarization planned by the September Agreement. Khartoum continues to asphyxiate Juba, in a deadly *paso doble* towards economic default... Who will be the first to collapse? Both capitals send emissaries abroad to secure financial support.

In April 2013, a large donor conference for South Sudan will be organized. Donors are left with a tough choice: while bailing out South Sudan is ruled out, there is a real risk of state collapse. Something the international community cannot allow. The country would fragment itself over ethnic lines, and the SPLA would disintegrate into what it actually already is, a collection of personal armies led by tribal leaders... And now we hear "budget support" behind embassy walls...

<sup>21</sup> If you are having problems opening the links, try opening a new web browser and sign in to your Hub account. Or, copy and paste the link directly into your browser. Contact [djolicoeur@mercy Corps.org](mailto:djolicoeur@mercy Corps.org) for troubleshooting.

<sup>22</sup> For additional resources on revising your strategy, please refer to the [Guidelines on Creating Strategy](#).

The World Bank had been alarming for months about the catastrophic state of public finances, and the near bankruptcy of the South Sudanese economy. Despite the austerity measures and the willingness to increase non-oil revenues (including selling large plots of lands to agro companies), the World Bank had forecasted the country would run out of money during the fall of 2012. To everyone's surprise, it seems public servants have been paid in 2012. Very recent rumors estimate the country's foreign reserves at half a billion dollars. The opacity within the Treasury makes it very difficult to know for sure.

Politically, the country is increasingly fragile; rumors of coup abounded in 2012, at times leading to arrests and destitutions within the security establishment. Government capacity to deliver basic services remains low and the political will to partner in sustainable development is very questionable. Corruption is rife and the government is quick to drop the burden of even the most basic service provision for its people on the international community, and / or blame the international community for lack of a response. We witness the difficult transition of a guerrilla movement into a functioning government in a continent where very few success stories of the kind exist.

Socially, South Sudanese fail to see the independence dividends, resentment is rising while multiple socio-economic shocks put a strain on the young nation. The economy is failing, and although inflation is lower than at the same time last year, it still marks above 50%. The border with Sudan remains closed, disrupting what used to be a major supply route. Although alternative trade routes have consolidated (Uganda), the large distances involved, the extremely expensive fuel, unfavorable exchange rates, taxes both official and unofficial, and the dismal infrastructure keep food prices very high.

Furthermore, the country continues to grapple with serious and protracted humanitarian crises. 4.6 million people - 40% of the population – is in some form of humanitarian need, whether food insecure, affected by conflict or disaster, or lacking the most basic services. Tensions with Sudan and inside South Sudan result in renewed violence and displacement. About 179,000 Sudanese refugees have fled to South Sudan by the end of January, due to conflict and food shortages in Sudan's Blue Nile and South Kordofan. An estimated 200,000 people are newly displaced by inter-communal, violence by non-state armed actors and border violence. Furthermore, more than 150,000 people returned home from the North during the year, with great skills to share but little opportunities to do so. Furthermore, while humanitarian needs grow, incidents and restrictions on humanitarian space increase – over 45% in 2013 compared to 2012.

Of direct relevance to Mercy Corps Strategy in South Sudan:

*Food Security* - food production is expected to increase in 2013 but the country still suffers from a chronic food deficit: 371 000 tons for cereal in 2013, a substantial improvement relative to the previous season (deficit of 474 000 tons) but still worse than 2010 (deficit of 297 000 tons). While larger stocks and resilient markets may improve the food security status of the population, the widespread poverty and the seasonal rise in prices during 2013 will prevent more substantial drops in food insecurity, unless normal trade flows with Sudan are resumed.

*Education* - South Sudan ranks at the bottom of global education indicators. Only 44 per cent of

children are enrolled in primary school. Secondary school figures are even worse, with 1.6 per cent enrollment. Teacher capacity in South Sudan is extremely low, with only 44 per cent of teachers having completed primary school education. In Unity for instance the ratio of pupils to qualified teachers is 413:1

*WASH* - Lack of safe drinking water, inadequate excreta disposal and poor hygiene practices in South Sudan leaves a large portion of the population at risk of preventable waterborne diseases. Only 69 per cent of people have access to improved drinking water sources. Less than 8 per cent of people have access to improved sanitation facilities.

The case of Abyei:

As a disputed territory, Abyei suffers from a legal and sovereignty vacuum. Given the current lack of progress at the negotiation table, the prospect of establishing promptly a clear access framework seems very improbable. We use extreme caution and discretion to carry out our humanitarian mandate in a very critical area. Without a clear commitment from both governments, we are more than ever walking on egg shells. It appears Khartoum tolerates a minimal and not permanent humanitarian presence north of the river. Provoking Khartoum by setting up offices north of the river Kiir or conducting too visible operations could totally backfire in terms of access. Therefore, our initial goal and strategy is to rely on both Dinka and Misseriya communities buy-in, as major constituents of each side's government.

Without a functioning administration and no concrete hope for an access framework sanctioned by both executives, relying on community acceptance is the best available pathway. We will uphold the need for a principled, needs-based, balanced approach in terms of geography and demographics. However, the level of polarization and manipulation on both ends jeopardizes our neutrality and impartiality capacity.

The situation in Abyei is now heating up, as the pressure of the Misseriya migration over water and pasture directly collides with the return of Dinka families displaced during the May 2011 conflict. Both constituencies are heavily used by both governments to advance their political interests, which further inflames the tense face off. Reports of armed Misseriya check points, Sudanese oil police moving in the area and armed Dinka civilians are extremely worrying signs which continue to call for a very careful positioning, approach and advocacy.

Based on the context in South Sudan and the associated needs, Mercy Corps is very deliberately targeting the most volatile areas, borders, and food insecure. Targeted groups consist of the extremely vulnerable (EVIs), Internally Displaced (IDPs), Returnees, and Host Communities.

- Abyei : IDPS and Returns
- Unity: Returnees, Host Community, IDPs and Refugees
- NbeG / Warrap: Returnees, Host Community and IDPs
- Maban: Host Community

*B. In light of the current conversation on Resilience,<sup>23</sup> what are the critical shocks and stresses that these populations may be exposed to, and we want to address in the coming fiscal year?*

South Sudan typically suffers from man-made and natural shocks.

South Sudan still experiences very high level of **man-made** disasters. Insecurity and conflict are the major causes. Armed skirmishes continue to erupt in the disputed border areas, and despite the September Agreements, violent incidents continue to oppose Sudanese and South Sudanese armed forces. Internal conflict, often linked to cattle raiding and tribal feuds, also are a source of displacement and vulnerability. Rebel Militia Groups are also still active and represent a major security threat, on top of a risk of enrollment for disenfranchised youth. But some man-made disasters are not as visible and are slower sources of stress. Environment degradation is an example as natural disasters increase negative coping mechanisms that further erode natural resources. Compounded by poor infrastructure and access, communities are caught in a vicious cycle of vulnerability.

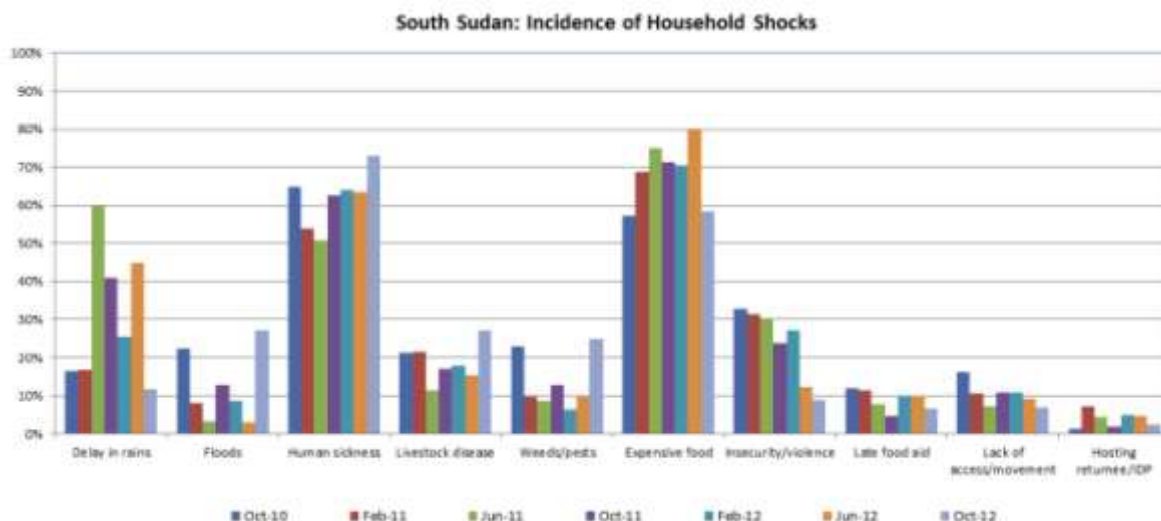
**Natural shocks** are the cyclical flood / drought episodes that prevent fragile communities from maintaining their livelihood threshold – and against which very few mitigation strategies exist. Pests & livestock disease further contribute to the chronic food insecurity experienced in the Country.

The chart below represents the main shocks and stresses experienced by households in 2012. Overall, the chart reveals the importance of high food and human illness as key factors. Drought/floods and insecurity have been major factors in the past couple of years. The more favorable rainfall season in 2012 (in contrast with 2011) explains some of the patterns in shocks affecting households: more water means more breeding ground for water borne diseases and spread of livestock disease and weeds/pests, as well as increased incidence in floods

Of the socio-economic shocks, high food prices are the major issue for households, and are consistently ranked higher than all other shock. Geographically, the pattern is as expected – high food prices are reported much more often for the states along the (now closed) border with Sudan, i.e. those which felt the impact of changed trade flows more acutely (North Bahr-el-Ghazal, Warrap, West Bahr-el-Ghazal, Upper Nile). Noticeable progress seems to have been made in what concerns insecurity and violence, as they dropped markedly in mid-2012 from previous high levels. This reduction is beneficial for agricultural activities and household assets; furthermore, it reduces internal displacement of populations.

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<sup>23</sup> Please refer to the [Resilience Working Paper](#) .



*Source: FAO/WFP Crop & Food Security Assessment Mission to South Sudan – February 2013*

C. Have any events (i.e. natural disasters, political uprisings) significantly changed the environment in which you operate? **No**

If yes, type of event: \_

Our operation environment is degrading but no major events have triggered change compared to the last Fiscal Year

D. Summarize the top 3 - 5 issues in your strategy’ s full country contextual analysis that the agency should be aware of and that you want to address in the coming fiscal year.

- Explosive Political and Socio-economic Context

A year after independence, the country finds itself in a very difficult situation. The Government struggles to morph from its origin as guerilla liberation movement to a functioning and democratic pillar of power. Nepotism and cronyism are rampant within all levels of power. The power elite seems disconnected from its base, but show little interest to improve the lives of their citizens. Most have fought during the war, and that is all the legitimacy they need to stay in power. Attacks on journalists and civil society leaders have increased drastically since independence, in what appears to be a growing repression and a will to silence critics of the government and its bloated security apparatus. The socio economic indicators are very low, and the dispute with Sudan deeply hurts an economy almost exclusively reliant on oil. South

Sudanese do not see the much promised peace dividends, let alone the independence dividends. The opacity over the exact amount of foreign reserves held by the Country's Central Bank make it difficult to assess how long the Central Government will be able to pay for its security services, which still account for 45% of the National Budget. We have already experienced sporadic and localized incidents involving security services protesting against delays in receiving their wages. Should this situation worsen, the country would disintegrate over ethnic lines and would see the emergence of local warlords controlling key resources.

- Continued Reliance on Humanitarian Aid and increasing caseload

The Civil war left the country totally shattered and following years of under-investment, without the most basic infrastructure. The situation has improved during the 7 years that followed the CPA, mostly driven by the international community. Massive development projects were undertaken, and hundreds of millions of dollars pumped into the economy. Today, there is only little to show. Some of the infrastructure still exists; roads, schools and clinics have been built. However, the country's capacity to operate, deliver and sustain public services is almost inexistent. Today, the country is in a much direr situation. The combined caseload of refugees, returnees and IDPs has put an unbearable burden on the young country's shoulders. Half of the population is in need of some form of humanitarian aid, and a bankrupt government has no capacity to deal with that. Public services will still be delivered by international actors and further deepen the country's reliance and dependency on aid. The government finds its own interest in ensuring this continues and little motivation to build its own responsibility and accountability. The assistance from the international community becomes a given fact, and the government will easily blame INGOs or UN AFPs for a lack of response and the definition of our priorities

- Chronic Emergency needs coupled with deeply rooted structural issues

South Sudan defies the traditional dichotomy between humanitarian and development. Massive structural shortfalls prevent the country from growing. There are no roads, only the most basic education, poor health coverage. There is also an extremely weak capacity within the government. The 7 years of the CPA, which invested massively in building this capacity yielded very few results. The country's indicators in terms of malnutrition are year after year above emergency thresholds in many key locations, therefore warranting continued cycles of emergency interventions. Households are constantly hovering near their livelihoods thresholds, meaning the first stress or shock will propel them in the sub-survival category.

- Restrictions on Humanitarian Space / Manipulation of Humanitarian Principles

The Government is indeed using humanitarian assistance for political purposes. At times, it can be a local leader who promises he will "bring the NGO" to help in his run up for public office. But it can be even more worrying when key political leaders send clear messages about who to assist, regardless of needs and basic humanitarian principles. The case of Abyei is a good example of a political polarization that led South Sudanese officials to declare publicly who are

the people we should help, and discreetly threaten us if we were not to follow those “recommendations”. On the other hand, very ill-disciplined security organs have been involved in many violations of humanitarian space (commandeering, robbing, threatening...)

- One of the most difficult and costly operating environment in the world

South Sudan is said to be the most expensive operation environment in the world. The lack of infrastructure and resources in the country make it very challenging to run a cost-efficient program. Fleet costs for instance are amazingly high. It can cost up to 250 USD per day to rent a 4x4 vehicle in our deep field locations. Fuel costs are increasingly high, and there’s hardly any maintenance facility or workshop to rely on. The country is also almost totally cut off during the rainy season. It can take months to travel a few hundred kilometers.



Source: UN Consolidated Appeal Process 2013

## Part II. Analysis of 2012 Country-Level Results

*Please spend some time with your team reviewing the MM results attached to this template and reflecting on the questions below in as much detail as you are able to.*

*What are your key takeaways from your country-level Mission Metrics results this year?*

South Sudan Mission Metrics results were very useful to the Country Program. It allowed us to determine how we fit into the broader Mercy Corps agency goals and what our specificities are given our local context.

It also allowed us to effectively measure how aligned we’ve been with our FY13 Strategy. MM gave us clear metrics about our different programs and activities and highlighted the fewer indicators we had relating to our conflict mitigation objective. In FY13, this objective has not been pursued as actively as the other two, something that MM clearly put in evidence. The results are consistent with the direction we took to focused more into building productive and secure communities. At the time the Country Strategy for FY13 was edited, we were implementing UNHCR funded peace-building activities through local CSOs and CBOs. Unfortunately, the funding for UNHCR’s Returnee pillar went dry and Objective 3 activities came to a halt.

MM is also a great tool to generate conversations about how and what we measure – and is very useful at the Country level by offering a platform of discussions between senior management, program staff and the M&E team. It is especially interesting to focus on indicators that were not retained by the MM team and how we can further align and streamline our activities to be MM compliant

This year also showed the transition of Mercy Corps South Sudan into a more MM-friendly program. The country program indicators results into the MM improved tremendously between 2011 (4 results approved) and 2012 (12 results). More indicators were retained as we've phased out of the major grants that were implemented well before MM existence. It is a good reflection on the transition that Mercy Corps South Sudan underwent in FY13.

We also note that MM is currently more output than outcome oriented and that more effort must be put in plausible attribution and downwards accountability

*Are there other data sources or processes you are using to understand your country-level strategic achievements?*

Programmatically, case studies in the form of success stories have helped the country program understand the impact and the achievement at indicator level. Furthermore internal assessments conducted and data processing used for program reviews helps the country program understand the impact and identify gaps for future programming.

Although more subjective, we also measure our achievements by the level of recognition we have with all different stakeholders. We are frequently consulted by the Clusters where we work and became a go-to Agency for several donors in terms of expertise (cash and market-based programs) and advocacy (over Abyei in particular).

Mercy Corps South Sudan will place more emphasis on impact in FY14. In addition to Mission Metrics, we will focus on defining processes to measure impact and attribution. This commitment will take shape early in the Fiscal Year with the activation of a regular internship or sponsored fellowship program to research, survey and document outcomes attributed to recently closed and ongoing programs. The Program for Attribution and Impact Research (PAIR) will thoroughly investigate our program legacy and inform our program design and donor advocacy through an evidence based outcome collection process

*How are these results influencing your strategy and planning for the next fiscal year?*

The main decision that was influenced by the results was to drop Conflict Mitigation as a stand-alone objective and rather integrate it as an attributed outcome of our economic development and resilience building activities, where we have much better chances at delivering impact. Mercy Corps in South Sudan has established its unique niche for future programming and has strategically positioned itself to advocate with donors in alignment with future programmatic interventions.



### **Part III. Country Strategy**

*Referring to your country strategy, what element(s) is/are critical to take forward in this next fiscal year and why?*

#### **Goal:**

Provide vulnerable communities with integrated approaches graduating emergency relief into early recovery, economic empowerment and disaster resilience.

#### **Rationale:**

In a complex and fragile South Sudanese context with multi layered tribal and ethnic divides and rapidly eroding natural resources, conflicts and disasters are controlled by externalities over which Mercy Corps has little to no control. We will therefore focus on a 3-tier approach to resilience, where emergency response, poverty alleviation and structural changes are delivered in concomitant layers to create an enabling environment. We will strengthen and graduate our niche expertise and foster deeper investment in targeted communities, to achieve our resilience objective. We will sharpen our beneficiary selection to ensure our integrated approaches build trust with the community and enable to tackle core issues. Consolidation and focus on impact will prime over expansion.

#### 1) Provide conflict and disaster affected population with emergency frontline services

In accordance with our mandate, we will maintain an emergency response capacity in key sectors where we gained expertise and reputation in FY13. Our geographic presence, in the areas which experience the most severe crises will continue to warrant a strong commitment in the delivery of frontline services. Our Education in Emergencies and Emergency Food Security interventions will continue to lead those efforts. Depending on the evolution and resettlement of refugees in Northern Unity, and the identified gaps, we might expand our WASH portfolio and investment with the WASH Cluster.

We will maintain a market approach in our interventions and minimize in kind handouts to the necessary and justified minimum. We will expand our market and cash programming, coupled with key cash for work infrastructure projects aimed at unlocking communities struck by disaster to enable a quick phase out and pave the way to early recovery.

Our emergency programming will be our entry point into vulnerable communities that can springboard to a carefully tailored set of interventions designed by our achievements in South Sudan to foster economic recovery and integration

#### 2) Promote economic development and community investment

Leveraging our approaches to early recovery, our objective relies on identifying existing skills and resources to provide opportunities for economic growth and interdependence. We will identify agents of change in order to foster success mitosis – i.e. key community members whose stories enable success replication - and achieve scalable change. By addressing gender imbalance through targeted and accepted programming, we will empower women as a means of fighting poverty.

Through the combination of our VSL expertise, business skills support and apprenticeships programs, communities will be empowered to create the conditions for their development and integration.

Using our M4P expertise and in-house research through TSU or internships support, we will identify the market development bottlenecks and improve private sector engagement as a sustainability agent. We will specifically target disenfranchised groups to offer economic opportunities with the local markets as a means to prevent negative coping mechanisms

### 3) Develop Disaster Resilient Communities through innovative mitigation solutions

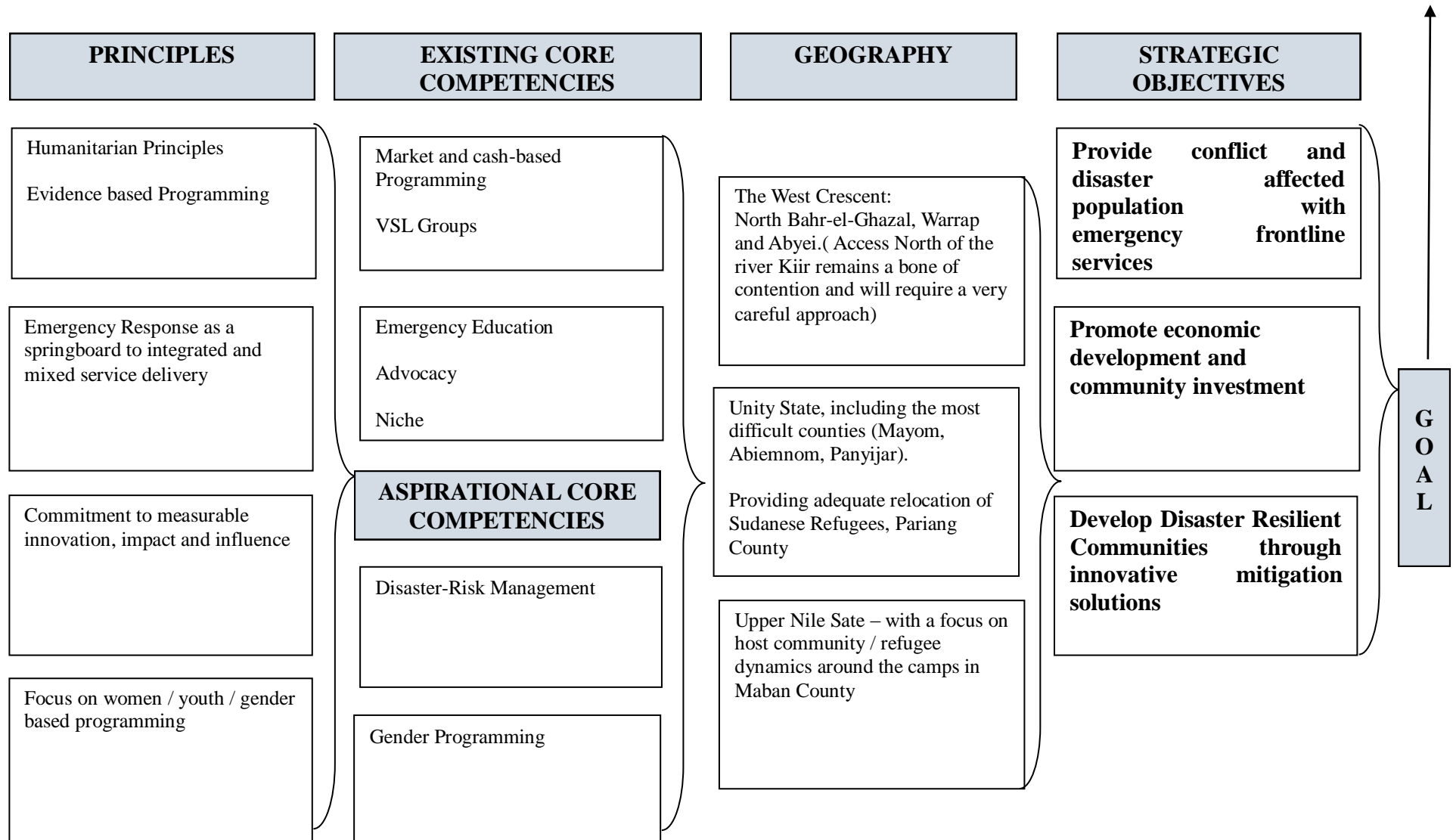
Our goal is to deepen our investment and knowledge of the communities we work with through research and engage with them to look for root causes of both natural and man-made disasters. We will streamline key focus areas, such as Natural Resource Management, Environment Degradation, Climate Change Adaptation, Energy Poverty and Disaster Risk Reduction to create a resilience framework adapted to the South Sudan context. In close alignment with the Agency's resilience initiative agenda, we will implement programs that build on communities' capacities to address their own vulnerabilities.

Critically important to the resilience strategy is the identification and use of easily available and accessible resources, especially in "hot" areas where high concentration of refugees, IDPs and returnees generate competition over dwindling resources and environment degradation, creating a vicious cycle that eventually leads to renewed conflict and poverty. Given the poor infrastructure and access, simple and easy to use technologies will be prioritized to ensure that we bring sustainable impact and change.

We will also strive to promote VSL group investment and insurance to enable communities to maintain their livelihoods status above the survival threshold in order to prevent and mitigate against cyclical disasters and vulnerability. Prevention of asset loss will be a critical aspect of this objective.

## Part IV. Strategic Framework

**GOAL: Provide vulnerable communities with integrated approaches graduating emergency relief into early recovery, economic empowerment and disaster resilience.**



**Part V. Progress against FY2013 Strategic Objectives & FY2014 Objectives and Milestones**

*This is a new format – please see instructions.*

**FY2013 Reflection:** *please list the key achievements and shortfalls over the past 12 months for each FY2013 objective.*

**FY2014 Planning:** *What are the strategic programmatic objectives for FY2014 from your strategy? (These should be the same as your objectives in the Strategic Framework.) Please list key milestones in meeting these objectives and also opportunities within the organization that can help you reach objectives. These milestones will be used for reporting throughout the year.*

Strategic Objectives	FY2013 Reflection		Strategic Objectives <i>(please input in same row if carried over from FY13; if new, input in new row(s) below)</i>	FY2014 Planning	
	Key Achievements	Shortfalls & Why		Mission Metrics Indicators <sup>24</sup>	Key Milestones <i>What milestones will help you reach your strategic objectives in FY14?</i>
Objective 1: Provide life saving emergency relief	- Main recipient of Emergency Education funding in South Sudan	No current partnership with UNHCR, as we missed the positioning window to kick start an emergency relief operation in the refugee camps of Upper Nile. UNHCR funding stream for returnees dried out	<b>Provide conflict and disaster affected population with emergency frontline services</b>	1.1	- 200 Temporary Learning Spaces Built
	- Working will all major Emergency Donors (OFDA, ECHO, CHF, UNHCR, UNICEF, WFP)	No stand alone WASH / Shelter emergency response – Our Activities are limited to education and FSL		1.2	- 1 Refugee Assistance Intervention
	- Very High Donor Renewal Ratio			1.3	- Maintain or Increase the number of emergency donors
	- Close to 64,000 people receiving emergency services				
Objective 2: Foster economic development and self-reliance	- Thousands of beneficiaries scooped out of poverty through improved agricultural practices	Heavy Reliance on INGO Support  Limited sustainability due to vulnerability to shocks and stresses	<b>Promote economic development and community investment</b>	4.1	- One major Private Sector Partnership
				6.1	
	- Thousands of lives improved through increased access to			6.2	- 500 jobs created

<sup>24</sup> Refer to <https://mcdl.merycorps.org/gsd/Docs/MissionMetricsOverview.pdf>

<p>Objective 3: Mitigate localized conflict</p>	<p>cash and market engagement</p> <ul style="list-style-type: none"> <li>- Significant employment opportunities Generated through Market &amp; Business Support</li> <li>- Increasing global visibility and reputation of our VSL methodology. Huge success factor and broad donor interest</li> <li>- 12 CSO / CBO funded on peace-building initiatives and community dialogues</li> <li>- Success stories at the Community level, around land tenure for instance</li> </ul> <p>Heavy reliance on INGO grants (CSO does not survive the grant)</p> <p>Activity only implemented in one HCR program ending in FY13 – No follow up grant</p> <p>This objective as stand alone was maintained in the FY13 strategy as ongoing programs were still implementing under this component. However, the lack of demonstrable impact led the Country Team to focus more on other objectives. This objective will not be retained in the FY14 Plan</p>	<ul style="list-style-type: none"> <li>- Graduation of the VSL methodology</li> </ul> <p><b>Develop Resilient Communities through innovative mitigation solutions</b></p> <p><b>Disaster</b></p> <p>2.1</p> <p>2.2</p> <ul style="list-style-type: none"> <li>- Develop and action our Resilience Framework for Africa Drylands</li> <li>- One explicit DRR proposal funded</li> <li>- One post shock study confirms resilience</li> </ul>
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**Part VI. Workplan<sup>25</sup>**

<b>ACTIVITY</b> (please list those major activities or initiatives you have planned for the coming year.)	<b>Expected Results</b>		<b>Qtr 1</b>	<b>Qtr 2</b>	<b>Qtr 3</b>	<b>Qtr 4</b>	<b>Country Point of Contact</b> (please identify the staff person responsible for carrying out this activity)	<b>External or HQ Support Needed</b> (list any additional support required from HQ or an external party for any of the items listed)
<b>Program Management &amp; Quality Assurance<sup>26</sup></b>								
VSLA Investment / Insurance	50 new groups use social funds as micro insurance against shocks and disasters						Amanuel Dibaba Mathieu Rouquette	Financial Services: Steve Mitchell on simplified MiCRO model & TSU - EMD
Impact Survey Attribution	1 Impact Survey done in South Sudan						Amanuel Dibaba Mathieu Rouquette	HQ HR Kristin Hibler and M&E Martina Bennet to assist in identifying intern, grad student, or fellow
Education in Emergencies (EiE) Model	Education Cluster retains our TLS model as Cluster reference						Amanuel Dibaba Mathieu Rouquette	
Linking Relief Rehabilitation & Development	1 successful springboard from ECHO to EC programming						Amanuel Dibaba Mathieu Rouquette	Technical Assistance from UKHQ – Mark Henderson
Ambassadors of Change	10 Agents of Change reach out to different communities						Amanuel Dibaba Mathieu Rouquette	
Successful mix of food / cash delivery	MC informs donor programming through successful completion of a food and cash mixed intervention in a specific area						Amanuel Dibaba Mathieu Rouquette	
<b>Program Identification &amp; Design (e.g. donor repositioning and actual funding initiatives)</b>								
Graduation of VSL Methodology	One third of new VSL groups secure their cash in safe locations						Amanuel Dibaba Mathieu Rouquette	
Multi Year – Multi Million Grant	At least 2 new multi-year						Amanuel Dibaba	Proposal Writing

<sup>25</sup> Please refer to your workplan from last year using the link to your FY2013 plan provided to you in the beginning of this template.

<sup>26</sup> Please articulate the steps you need to take to ensure program quality, e.g. ensuring the [Program Management Minimum Standards](#), [Gender Procedures](#), etc.

	multi-million dollar grants are secured					Mathieu Rouquette	Assistance from UKHQ – Mark Henderson – Michael Goldman
US State Department	1 Startup Event Organized					Mathieu Rouquette	Support from Andy Dwonch
USAID Opportunities	Mercy Corps to bid as sub or prime in two major USAID RFAs around youth/education					Amanuel Dibaba Mathieu Rouquette	Support from relevant TSU – EMD and YVP -Youth’s Matt Streng M Goldman NI
1 Private Sector engagement	1 shared value initiative with the Private Sector is secured					Amanuel Dibaba Mathieu Rouquette	TSU – EMD – Ted Volchek
<b>Staff Capacity Building</b>							
Pursue Deputation	All Senior Managers identify and coach one National deputy					Mathieu Rouquette	
ELP/ CDLP	Staff who benefited from ELP/ CDLP participate in a 360 <b>evaluation of the programs</b>					Mathieu Rouquette Amanuel Dibaba	Feedback needed from Janell Lee, Kristin and Mignon
Have 3 Senior National PM	3 existing National staff manage/graduate into programs in the FY14 portfolio					Mathieu Rouquette Amanuel Dibaba	
3 Int’l Training Op	3 International training opportunities offered to key staff					Mathieu Rouquette	
Minimize Expat Turnover	90% of all expats stay for a year or more					Mathieu Rouquette	
<b>Operations</b>							
Overhaul of Fleet Management	Decrease in 50% of our Fleet Maintenance Costs					Mathieu Rouquette	
Procurement	Satisfaction Survey conducted with Program Staff  Decrease of 75% in procurement delays					Mathieu Rouquette	PALM Support needed – Szabolcs would be of great added value
Security	1 Security Audit conducted					Mathieu Rouquette	RSA conducts an audit in South Sudan
Finance Systems & Tools	Finance Trackers and Steering Tools are used and disseminated monthly					Mathieu Rouquette	
Dept Efficiency	All departments conduct an					Mathieu Rouquette	PALM Support

	efficiency evaluation							needed – Szabolcs would be of great added value Adapt Xavier Tissier’s Finance Dept Evaluation Matrix
<b>Organizational Learning/Knowledge Management</b>								
Research for Program Design	One research program with major partner conducted						Amanuel Dibaba Mathieu Rouquette	HQ support to identify possible partners (Tufts, Springfield...) – Anna Young
Impact Survey	Internship / Fellowship program to measure impact and attribution						Amanuel Dibaba Mathieu Rouquette	HQ HR/LOE
Resilience Framework	Framework exists and guide our interventions in FY14						Amanuel Dibaba Mathieu Rouquette	RPD/Chloe
<b>Regional Value Propositions<sup>27</sup></b>								
Develop better understand and articulate what “resilience” is in South Sudan and how it can be achieved and measured	Elaborate theoretical resilience framework and test it in practice						Amanuel Dibaba Mathieu Rouquette Vaidehi	Regional technical staff (Chloe); RPD
Regional exchange of staff related to any of the RVPs	At least 2 staff visit another country in the region						Mathieu Rouquette	RPD

<sup>27</sup> Please list the major activities your country team is doing in the next FY to contribute to the development of the RVP.



## **Part VII. Funding Analysis**

*Before completing this section, please complete your budget and refer to the financial summary report included.*

Referring to the financial summary report, briefly articulate the biggest areas you are focused on / concerned about for the coming FY and your plans to address them.

Our main area of focus will be to secure larger and longer term grants – multi-year/multi-million.

The Country Program profile in FY13 took a sharp turn to adapt to the evolving context. With the fall of LINCS/BRIDGE, less development funding was available and Mercy Corps South Sudan adjusted to a smaller, more diversified donor base with high renewal rates. The short term grants have a very short funding coverage and financial visibility is low. This relates to job insecurity for staff, and lack of investment capacity in our operations structure (fleet...).

We will make the most of available donor instruments and position ourselves to be leading contenders to access those funds. This effort is already proving successful with identified longer term opportunities evolving with DfID and the EC. USAID is also expected to reslease some development funds in the last quarter of their fiscal year (MC 1<sup>st</sup> quarter)

The OIG Audit of the USAID Mission in Sudan that took a close look at the Mercy Corps implemented BRIDGE and LINCS program was calamitous for the Agency. Although the relationship in Juba has been virtually repaired, the reputational downfall continues to haunt us. As we continue to refine our focus and perception and repair this relationship we hope it will culminate with at least one USAID funded grant in FY14.

OFDA, on the other hand, appears to be less perturbed by the audit findings. We have focused on core expertise and sound delivery to maintain a great dynamic with OFDA. We are now about to submit a second cost modification and are getting ready for a possible multi-year proposal in South Sudan for DRR. In tandem, we hope to create and polish our relationship with the State Department. Through numerous advocacy and information sharing discussions and the very fruitful engagement with the new AO in charge of closing the Sudan audit recommendations this looks promising.

Plans to address areas of focus/concern and support needed<sup>28</sup>

Support from TSU to feed more impact and research evidence into our proposal submissions. (Anne Castleton, David Nicholson and Michael Goldman for the OFDA DRR; Rebecca Wolfe and Emma Proud for the Youth USAID RFA; Andy Dwonch for the State Dept funded Startup weekend).

Support from UKHQ to develop our DfID and EC proposals.

On a less traditional perspective, MC South Sudan remains very willing to explore possible funding through foundations and non-western funding mechanisms. Opportunities for this remain yet to be seen.

Referring to the core request sheet in your budget template, please briefly articulate, in 1-2 sentences, how these funds relate to your strategic objectives and help to further your Country Strategy.

FY2014 Strategic Objective (copy over from Part V)	Total Core Requested	Rationale to further your strategic objective
<b>Provide conflict and disaster affected population with emergency frontline services</b>	5,000	In a very competitive environment, EMMA type expertise is a critical success factor in convincing donors. In our niche positioning (food security and livelihoods – markets) providing proposals with deep understanding of the local conditions keep Mercy Corps ahead of the curve, wins donor’s confidence and reinforces our visibility as a cutting edge agency
<b>Promote economic development and community investment</b>	3,000	An impact survey can demonstrate Mercy Corps commitment to excellence, and to achieve sustainable change. It will further allow Mercy Corps to determine and refine future interventions for maximum impact
<b>Develop Disaster Resilient Communities through innovative mitigation solutions</b>	3,000	Prepositioning for DRR/OFDA funding that is very much in line with RVP. Facilitate evidence in resilience – something we are currently lacking in South Sudan -
<b>Country Exchange</b>	5,000	In support of learning, exchange and RCP development. Funds are needed to be put aside for International Travel that would not otherwise be covered through grants

<sup>28</sup> Please make sure key support needed is in the workplan (Part VI).