

United Nations Development Programme
Country: SUDAN
Project Document

Project Title	Accountability and Citizens' Participation (ACP) project
UNDAF Outcome(s):	<p>Outcome 2: By 2012, democratic governance improved at all levels based on human rights standards with particular attention to women, children and other vulnerable groups, toward achieving sustainable peace and development</p> <p>Sub-Outcome 1: Individuals and communities, especially groups with specific needs, have increased access to equitable and efficient justice and democratic governance processes</p>
Expected CP Outcome(s): <i>(Those linked to the project and extracted from the CPAP)</i>	CPAP Outcome 3: Institutions, systems and processes of democratic governance strengthened
Expected Output(s): <i>(Those that will result from the project and extracted from the CPAP)</i>	<p>Output 3.1 Support to free and fair elections and referenda based on international standards provided</p> <p>Output 3.2 Capacities strengthened of national, sub-national and state assemblies; and</p> <p>Output 3.3 Capacities strengthened of political, parties, media, and civil society, including women, to play their mandated roles in the democratic process</p>
Implementing partner	UNDP Sudan
Responsible parties	National Assembly, PPAC, Ministry of Welfare and Social Security, selected State Assemblies, CSO and Media (specific partners to be defined during the inception period)

BRIEF DESCRIPTION:

The *Citizens' Participation and Accountability Project* **purpose** is to contribute to the alignment between the development interests of citizens and the political and economic priorities of the State. The project **strategy** is to enhance the capacities of civil society, political parties, media, legislative assemblies and other relevant government bodies to contribute to pro-poor and gender-sensitive budget planning and to monitor public spending. The project's activities focus on enhancing interrelationships between key actors in order provide institutionalized entry- points for citizens and their organizations in the budget process.

Programme Period:	2009 - 2012	Budget Inception Phase*:	USD 350,000
Key Result Area (Strategic Plan):	Democratic Governance	Total resources required	USD 4,056,500
Atlas Award ID:	TBD	Total allocated resources:	
Start date:	2011	o DGTTF	USD 350,000
End Date	2014*	Unfunded budget:	USD 3,706,500
PAC Meeting Date	10 February 2011		
Management Arrangements:	DIM		

* The initial duration of the project will be two years from 2011- 2012, to coincide with the UNDP Country Programme Action Plan (CPAP) lifespan. There will be a six-month inception phase, starting in March 2011, as the current political context is not conducive to a sustained institutional engagement. During the inception phase, UNDP will undertake preparatory work towards the engagement with civil society, media and political parties and their role in budgetary process. In addition, UNDP will complete necessary capacity assessments of the parliament and government ministries and establish output baselines and targets for the project. Thereafter, and following both the CPAP review and mid-term evaluation, the project anticipates a further 2 years of implementation. The total 4 year programme cycle is intended to cover one medium term expenditure framework period of 3 -4 years, and provide a sufficient evidence and opportunity to achieve results and have impact

I. Situation Analysis

In April 2010, after 24 years, the first multi-party legislative and executive elections were held at National and State level in Sudan. The newly elected National and State legislatures face the challenge of translating national development priorities into fiscal and developmental policies that can be implemented at national, state and locality levels. The priorities in Sudan's National Strategic Plan, which is "guided by an all-inclusive Poverty Eradication Strategy and Five-Years Development Plan to realize MDG,"¹ have yet to be fully reflected in both the process and outcome of the budgeting process.

For example, sound public finances have been identified as a central "pre-requisite for the efficient utilization of (...) resources for post conflict recovery and the fight against poverty."² A recent World Bank Study (2007) assessed that pro-poor spending of the Government of National Unity in 2006 "increased significantly," but with 5.5 percent of GDP pro-poor spending was still below budget plans at 6.6 percent, and below the average spending in Highly Indebted Poor Countries (HIPC) countries of 7 percent and in Ethiopia with a high of 19 percent.³

Similarly, inclusive and transparent budgeting processes aimed at achieving enhanced responsiveness of, and accountability for government policy priorities and actions also remain a challenge. Social accountability mechanisms in the budgeting process broadly depend on available space for informed participation and the transparency and responsiveness of government institutions to citizen input.

The Budget Process is a central tool for the implementation of pro-poor policy and is divided in four different phases: formulation, adaptation, execution and control. An examination of some aspects of this component highlight the less than optimal inclusiveness and participation of citizen's input in Sudan.

Formulation: The budget formulation process in Sudan is primarily led by the Ministry of Finance and National Economy with the participation of executive institutions and consultations with sub-national representatives and line ministries.⁴ This phase starts in July each year with the preparation of a macroeconomic framework. A UNICONS/UNDP study noted "that the time allocated for external consultations with line ministries and states is relatively short and perhaps does not permit effective feedback and revision to original budget prepared by the MOFNE."⁵ Only three weeks are dedicated to discussing the budget draft with Civil Society; with limited representative participation.⁶ According to the World Bank Public Expenditure Review (PER) : "budget credibility is hampered by limited costing and prioritization of sector and thematic policies during the budget preparation process."⁷ At the end of November of each year, the Council of Ministers submits the budget draft to the National Assembly.

Adoption: At the end November until Mid December, the National Assembly reviews, amends and adopts the National Budget; rarely taking into account feedback from CSOs and empirical evidence.

¹ "Institutions and Processes in Public Finance Management in Sudan: Assessment and View for Remedy", Ahmed A. A. Badawi, Department of Economics, University of Khartoum, July 2008 (UNICONS/UNDP), p.3

² *Ibid.*

³ "Sudan – Public Expenditure Review", The World Bank, December 2007, p.57

⁴ "Sudan – Public Expenditure Review", The World Bank, December 2007, p.50

⁵ "Institutions and Processes in Public Finance Management in Sudan: Assessment and View for Remedy", Ahmed A. A. Badawi, Department of Economics, University of Khartoum, July 2008 (UNICONS/UNDP), p.4

⁶ "Sudan Institutional Mapping of Government Economic Policy Institutions", Prof. Ali Abdalla Ali/Dr. Khalid Hassan Elbeely, June 2008 (UNICONS/UNDP), p.14

⁷ "Sudan – Public Expenditure Review", The World Bank, December 2007, v

Execution: During the fiscal year, the Executive implements the budget priorities as adopted by the National Assembly. The World Bank PER, however, notes a high volatility in budget execution stating that “GNU expenditure data currently only captures MOFNE releases to spending units, rather than actual use by spending units; and there is limited attention budget execution and less to the outcomes of expenditures.”⁸

Audit: The National Audit Chamber has a central role in overseeing and controlling public spending. Civil Society, Media or Legislative oversight of public spending is limited. Hence, “it is very difficult to assess budget performance in Sudan once the budget year is over. A year-end report is produced, but it is not made available to the public, thereby preventing comparisons between what was budgeted and what was actually spent and collected. Also, Sudan does not make its audit report public and does not provide any information on whether the audit report’s recommendations are successfully implemented.”⁹

The UNICONS/UNDP report assesses: “Taken together these setbacks produce a reporting and accounting framework that is woefully inadequate for effective budget control and monitoring and for sound macroeconomic management.”¹⁰

This problem is particularly manifest at the states and locality level with “[l]arge deviations of public spending from budgeted expenditures are not uncommon for almost all types of spending. First, lack of technical and analytical capacity prevents states and localities from undertaking efficient revenue forecasts and sound expenditure budgeting particularly development spending. Second, unavailability of information technology facilities (computer, analytical and data processing software, etc.) incapacitates staff (...). Third, recurring use of budget as a political signaling rather than a fiscal instrument often jeopardizes budget credibility and causes a dearth of revenue and unrealized expenditure commitments. (...) Last but not least, high dependence of states on central transfers combined with lack of accurate and untimely estimates of these transfers from the center precipitated huge gap between actual and budgeted revenues.”

An overview of the key actors in the budget development and implementation process provides insight into the roles and responsibilities, as well as value addition throughout the process; and the possible areas of intervention for strengthening the budget cycle process to bring it into greater alignment with national policy and citizens interests.

1. OVERVIEW OF KEY ACTORS IN THE BUDGET PROCESS

GOVERNMENT INSTITUTIONS

Legislative Branch

In the past, *the National Legislature* has rarely held public hearings or implemented other effective measures to include the view of citizens and their organizations in the review process. To date, the linkages between parliament and civil society – especially research institutes are

⁸ “Sudan – Public Expenditure Review”, The World Bank, December 2007, viii

⁹ Open Budget Index 2008; Sudan, www. Openbudgetindex.org

¹⁰ “Institutions and Processes in Public Finance Management in Sudan: Assessment and View for Remedy”, Ahmed A. A. Badawi, Department of Economics, University of Khartoum, July 2008 (UNICONS/UNDP), p.16

relatively weak. Hence, the deliberations in the Legislature are often not well-informed by up-to-date research. Similarly, *the Council of States (CoS)* is intended to play an important role as a guarantor of the interests of the states as a new body created under the Comprehensive Peace Agreement. To date the powers under Article 91 of the Interim National Constitution which provide for legislative and oversight responsibilities concerning relations between the States and the Federal government have not been used effectively.

The Interim Constitution also provides for de jure powerful *States' legislatures* with the latitude to legislate and provide oversight in areas relating to the daily lives of Sudanese citizens including healthcare and education. As with the CoS, there is some evidence that powers are not devolved in practice; and in particular, that financial resources to cover the costs of service provision in areas of state competence are not sufficient. State budgets also show *"considerable credibility problems with actual spending deviating significantly from planned budget. Bad budget performance may be attributed to insufficient human and technical capacity, recurring political interference with budget process and ensuing use of budget as a device for political signaling, and improper and untimely reporting on central transfers which accounts for a large proportion of states revenues."*¹¹

Locality Legislative Councils: The legal act, rules and procedures for locality level government differ from state to state.¹² In Eastern Sudan, the Local Governance framework is currently being reviewed by the State Legislative Assemblies. Localities have an important role in delivering basic services. *"Localities have their own revenues composed of fees and charges collected by localities and retained for localities own expenditures, and receives 40% from business profit tax, property tax, sales tax, and animal and agricultural production tax. Although legal and constitutional provisions for revenue sharing between states and localities set very clear sharing arrangements, in practice fiscal resource allocation is overly determined by negotiations and agreement between state government and localities. Every so often localities receive stated shares of 40% from pooled revenues, and more often than not they receive less state support for locality expenditure."*¹³ Locality Legislative Council elections were not part of the April 2010 elections, and they do not provide a powerful tool for enhancing citizen's participation and accountability for public spending.

Overall, given the legacies of an ongoing transition, Sudan's local governments face significant institutional obstacles. The assignment of functional responsibilities and expenditures between state and locality authorities is unclear, which results in a lack of accountability. Even with resource flows concentrated at the state level, services are not appropriately budgeted and fiscal transfers are inadequate. Local government also lacks the autonomy to set and collect adequate revenue to finance these services and the existing system of transfers from national taxes is not transparent and unpredictable. Local governments therefore lack the capacity to credibly engage their constituencies, plan and budget crucial public investment, and effectively deliver services.

Women in Legislative Assemblies: The share of women in the Legislative Assemblies is higher than ever before in Sudan (25- 26%) since the recent elections. These results are a clear achievement for women, and a resource for future women's empowerment. Higher representation of women in the National Assembly has not, however, translated into an

¹¹ *"Institutions and Processes in Public Finance Management in Sudan: Assessment and View for Remedy"*, Ahmed A. A. Badawi, Department of Economics, University of Khartoum, July 2008 (UNICONS/UNDP), p.17

¹² *Assessment of Localities Compliance with Minimum Qualifying Criteria and Identification of their Capacity Needs in Northern Sudan*, World Bank/Licus, January 2007, p.24

¹³ *"Institutions and Processes in Public Finance Management in Sudan: Assessment and View for Remedy"*, Ahmed A. A. Badawi, Department of Economics, University of Khartoum, July 2008 (UNICONS/UNDP), p.15

adequate representation of women in influential positions in the Government of National Unity or in the media and political parties' activities during the campaign period. Nominal participation does not automatically lead to overall empowerment of women the political process; it therefore remains to be seen, to which extent the women's caucus in parliament will be successful in influencing the budget priorities.

Executive Branch

Ministry of Finance and National Economy (MoFNE) has a crucial role in the budget process. The Directorate for Budget and Finance prepares and implements the National Budget in cooperation with other relevant units. The Chamber of Accounts in the MFNE administers and monitors the accounting process. The main focus of international assistance to the budget process has so far been the MoFNE. The World Bank and IMF have both provided support to improving the capacities and processes in the MoFNE.¹⁴

*"Attaining sustainable human development requires policies and approaches that place people at the centre. It calls for a robust engagement of citizens and CSOs in shaping decisions that affect their lives and development. Recent years have witnessed phenomenal growth in the influence and collective power of civil society actors in building social, economical and political agendas – locally, nationally and globally. **They are increasingly playing an intermediary role in bringing people's voices and opinions to bear on public policies.** UNDP has long recognized that strategic and substantive engagement with civil society is vital if it is to remain a relevant and effective development player." UNDP*

In terms of influence, the MOFNE maintains a powerful position in terms of defining the parameters for public expenditure, and States and other line ministries more often than not simply comply with budget planning directives. Prior to the formation of the Supreme Council for Decentralization, the Ministry of Federal Governance, which was tasked with overseeing the decentralization process, had little influence in the questions of national – state relations regarding resource allocation or devolution of powers.

Ministry of Welfare and Social Security Gender inequality is a huge development obstacle in Sudan, which is reflected in public spending priorities. The Women's Directorate in the Ministry of Welfare and Social Security is the main governmental stakeholder working to promote the importance of Gender-Sensitive Budgeting. The Women's Directorate is in central multiplier position capable of outreaching to other line ministries and the state level in order to promote gender-sensitive public spending.

INTERMEDIARY INSTITUTIONS

Civil Society: In both rural and urban areas, Sudan has a tradition of professional associations, trade unions and faith-based charitable organizations that play an important governance and accountability role. Religious leaders as well as tribal bodies significantly influence the social and political life in Sudan. Linkages between informal and formal forms of governance exist in varying degrees with some tribal leaders closely linked to the government and its' policies.

Independent, issue-oriented NGOs are less pervasive, with the majority of NGOs working in the areas of research, consultancy, charity and development. Although some NGO networks exist, fragmentation of the NGO landscape is a huge challenge to coalition building and issue based

¹⁴ "Sudan – Public Expenditure Review", The World Bank, December 2007

advocacy. There are also a number of research institutes and think tanks, especially attached to universities along with grassroots organizations in small communities such as village development and mosque committees.¹⁵

Many NGOs were active during the electoral process – either as domestic observers or in the implementation of Civic and Voter Education (CVE). Many assessed the increased NGO political activity and capacities as one of the most positive outcomes of the electoral process. The depth of capability of issue-based NGOs to sustainably lobby and advocate for citizens interests, and amplify their role as intermediaries between government institutions and citizens remains variable. Three main challenges account for this problem:

1. Institutionalized entry points for NGOs in government institutions are lacking;
2. Capacity of NGOs to understand the political process (e.g. budget allocation) and to provide sound and coherent policy advice and advocacy is low;
3. Inadequate linkages between primarily urban issue-based NGOs and citizens interests – with many NGOs characterized by the “founder syndrome” with a powerful founder or family dominating the governance structure. Broad-based membership or internal oversight mechanisms are generally insufficient.

Political Parties: In 2006 UNDP and IDEA published a report mapping the Political Parties landscape in Sudan. Their main findings were as follows:

- *“Many parties are regionally, ethnically and religiously based and are reliant on one or two strong leading personalities.*
- *Few parties have a readily identifiable policy platform and political identity.*
- *Internal organizational structures are weak due to a combination of factors, including a lack of resources, a top-down approach by the leadership, and a lack of organizational experience and strategy.*
- *Women and the youth are underrepresented both in party structure and party leadership.*
- *Other common capacity deficits include: lack of leadership renewal; lack of commitment to intra-party democracy; and limited outreach beyond narrow ethnic or geographical confines.”*

There is little evidence to conclude that the situation of political parties has changed significantly since 2006. During the electoral process the challenges described above were apparent. More than 72 political parties and 16,000 candidates were registered, contributing to a limited outreach for each party. Many voters had difficulty in identifying policy platforms or political identity of the parties. Notwithstanding the improved representation of women as a result of the 25% women’s quota; in the National Assembly, all seats are held by either party to the CPA with the exception of 21 seats out of a total of 450 seats. In the State Assemblies, the situation is even starker.

The Political Parties Affairs Council (PPAC) was appointed in November 2008 to register and monitor the activities and records of political parties in accordance with the Political Parties Act of 2008. The PPAC is an independent body comprised of nine council members and a general secretariat. UNDP has supported PPAC in building its infrastructure (offices, IT-equipment, publications). Political parties’ capacity development is also within its mandate. While there is clear need to address the lack of party policy platforms that articulate clear development agendas; the PPAC itself remains less than effective with parties maintaining the view that it represents a partisan view and is thus intended to constrain rather than empower and regulate parties for the good.

¹⁵ Drivers of Change: Civil Society in Northern Sudan, Jago Salmon, DFID, 19 May 2007

Media: Sudanese media face challenges in terms of the legal framework and professionalism. A history of pre-print censorship has left its mark on the media landscape, leaving journalists in uncertainty about the degree of freedom of expression. The current legislation for the print media is set out in the Press and Publications Law of 2008, and there are further restrictions to Article 19¹⁶ in the Criminal Law, the National Security Law and the Journalist Code of Honour. As such, the 2010 World Press Freedom report by Reporters without Borders ranked Sudan 172nd, a decline of 24 places on the previous ranking.

Within this context, a media consortium was successfully established during the election period in 2010, and provided a useful mechanism through which to assess media behavior during the electoral process. The Sudan Media and Elections Consortium monitored media coverage during the elections period, and observed that *"[t]he focus of the media was on the main political parties, where some of the media often reported in a positive way about these political parties. The dividing line between free advertisements for political actors/parties and editorial news coverage was very thin. The media was inclined to copy and paste certain statements of political actors without any comment, confirmation, feedback, and check with other sources or analysis. This contributed to the fact that the political parties and candidates [were] not been covered in an unbiased manner."*¹⁷

The overall report conclusion was that informative, investigative and neutral journalism is limited in Sudan. Rather than investigative journalism and field reporting, interviews, studio discussions and broad news coverage, viewers are provided a studio-delivered digest of "protocol" news - mainly government bulletins of the official state activities and speeches of the day.

Across the world, the Media often has an oversight function as so-called fourth branch of government. In Sudan, the legal and professional context, coupled with poverty, and high illiteracy levels limit the dissemination of media products amongst the population.

2. LESSONS LEARNED FROM PREVIOUS UNDP PROJECTS IN SUDAN

The *Parliamentary and Political Parties Development Project (2006)* was a one year Preparatory Assistance project with the objective to promote the democratic process by strengthening the role of parliaments and political parties at national and state levels, and supporting the electoral process by engaging civil society engaging in democratic practice through civic education. UNDP provided assistance to National Parliament, State Legislative Councils and media professionals to build the parliamentary capacities, at the federal and state levels, strengthen links of parliaments and political parties with civil society organizations (especially advocacy groups) to promote their engagement in political processes, strengthen links of parliaments and political parties with universities and research centers to promote the flow of information and the enhancement of knowledge networks in support of policy planning, policy evaluation and monitoring.

Workshops were organized for political parties and debate encouraged between party leaders, media, civil society and academics by holding three rounds of discussions on the Political Parties Bill that was adopted by the National Assembly (NA) in January 2007. UNDP also organized the first consultative meeting between the National Assembly, the Council of States, and state legislatures to discuss legislative developments and needs at the state level.

¹⁶ Universal Declaration of Human Rights article on freedom of expression

¹⁷ Media and Elections in Sudan; SMEC, 29 June 2010, p.4

Good Governance and Equity in Political Participation Project (GGEPP/2005-2009): The project evaluation found that GGEPP was successful in strengthening the capacities of potential Sudanese women leaders and institutions. The most effective activity towards this output was a series of leadership training workshops. The project contributed to raising the Sudanese public's awareness of good governance principles and the importance of political participation of women. The evaluators also noted that *"the project [was] less successful in improving the conditions for gender-sensitive policy reform for political participation"* Key recommendations of the evaluators include: *"a follow-up project (after 2009) should have a long term time frame, preferably with commitments beyond 2012, and a more systematic approach."*¹⁸

Support to Elections and Democratic Processes Project (2009-2010): The main focus of this Project has been the support to the National Elections Commission during the 2010 electoral exercise. UNDP worked with more than 100 NGOs across Sudan to engage them in civic education and election monitoring activities. UNDP also supported Sudanese Media professionals to develop their election coverage skills and assisted political parties through capacity development activities of the Political Parties Affairs Council (PPAC). *"Although faced with a tight timeframe for the elections, UNDP's approach to project implementation was able to keep a focus on capacity building of national institutions and groups, in line with best practices and in accordance with the electoral cycle approach to assistance. This was much appreciated by beneficiaries and could pay dividends for longer term democratic development."*¹⁹

Local Governance Development Public Expenditure and Management in Eastern Sudan (2009-2012): The project is a pioneering UNDP intervention supporting an increase in the effectiveness, legitimacy, and resilience of States in Eastern Sudan in the delivery of public goods and services. It seeks to strengthen the overall governance and public expenditure management systems at the State level in order to optimize the State Governments' capacity for resource planning and public service delivery. Building on the lessons learnt from the public expenditure management interventions in the Red Sea State, this programme assists in the following areas:

- Strengthening planning and public expenditure management;
- Strengthening the legal and policy framework for intergovernmental fiscal relations;
- Strengthening institutional capacity for decentralized governance at the state level;
- Facilitating legal, policy and institutional reforms

Under this programme, a Locality Development Fund has been established to enable localities to undertake small- scale community based projects identified by communities and resourced by the state and international partners. The overarching goal is to improve living conditions through strong partnerships between the local authorities and the target communities.

Key recommendations from past UNDP projects include:

- Support linkages and dialogue between key stakeholders as a core driver of transparency and accountability processes in democratic governance programming;
- Leverage momentum gained during key interventions such as the National Elections to re-orient programming to institutional accountability and capacity development initiatives on broader governance issues;
- Institutionalised participatory processes are instrumental to forming productive and sustainable relationships and networks – and increasing ownership and sustainability of programmes;
- Support the development of sustainable networks and institutions with clear partnership strategies and robust internal governance structures;

¹⁸ Good Governance and Equity in Political Participation in Post-Conflict Sudan Project; Final Project Evaluation, Welmoed Koekebakker, November 2008

¹⁹ Lessons learned from UNDP's Electoral Assistance in Sudan, Eicher/Alaily, 2010

- Programme architecture should aim to bring together complementary supply and demand-side interventions to facilitate systemic change, rather than fragmented results.

II. Project Rationale:

The **overall purpose** of the *Accountability and Citizens' Participation Project's* is to contribute to the alignment between the development interests of citizens and the economic and political priorities of the State. It is a state building project that aims to complement the current institution building programmes of UNDP, and thus focuses on the relationship between the State and society.

More specifically, the project is focused on power relationships between the centre and the periphery and uses the budgetary process to highlight transparency and accountability issues. Engaging with the politics of the budgetary process is also intended to surface and mitigate a key driver of conflict in the East region and Darfur; by focusing on allocation of scarce public resources within and across regions. In so doing, the project goes to the core of a state building approach defined as *"action to develop the capacity, institutions and legitimacy of the state in relation to an effective political process for negotiating the mutual demands between state and societal groups."*²⁰

DAC Principle 3: Focus on State-building as the central objective

- ❖ States are fragile when they lack political will or capacity to provide basic functions and to safeguard the security and human rights of their populations;
- ❖ International engagement needs to focus on the relationship between state and society:
- ❖ Firstly, by supporting the legitimacy and accountability of states, and secondly, by strengthening the capability of states to fulfill their core functions.
- ❖ Civil society has a key role in demanding good governance and in service delivery.

The project interventions are at both the National level, and for the States levels within the East region, and incrementally Darfur; which are both regions signatory to peace agreements²¹. As noted by DFID, the state building dynamic is a process that requires continued *"engagement with societal groups to win and maintain their consent [to the negotiated political settlement and] is a crucial part of responsive state-building"*²².

The project approach is informed by the current debate on the importance of political economy analysis in development cooperation. Political economy analysis *"is concerned with the interaction of political and economic processes in a society: the distribution of power and wealth between different groups and individuals, and the processes that create, sustain and transform these relationships over time."*²³ The analysis is focused on the actual power and wealth relationships, which might differ from formal institutional arrangements.²⁴ In addition, the analysis considers the influence of informal institutions and actors (such as tribal leaders) as well as rent and resource distribution is taken into consideration.²⁵

²⁰ OECD DAC, Concepts and Dilemmas of State-building in Fragile Situations: from Fragility to Resilience. Off-print of the Journal on Development 2008, Volume 9, No. 3

²¹ Darfur Peace Agreement, 2006; East Sudan Peace Agreement, 2006

²² *"Building the State and Securing the Peace"*, DFID, June 2009, p.5

²³ *"Political Economy Analysis"*; OECD-DAC, <http://www.oecd.org/dac/governance/politiceconomy>

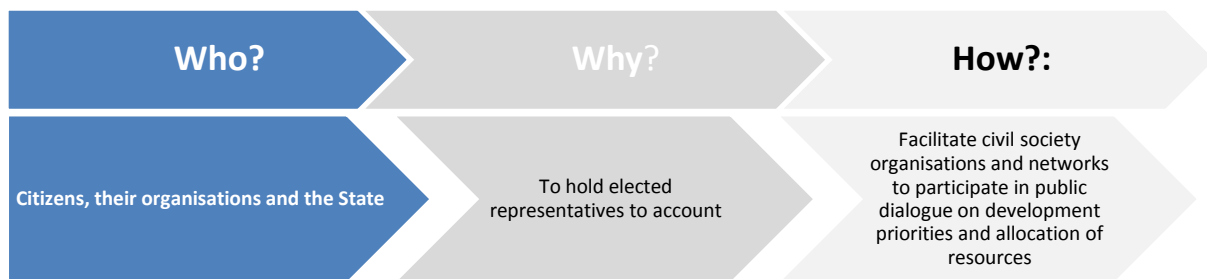
²⁴ *"Political Economy Analysis- How to Note"* DFID, July 2009

²⁵ *"An Upside Down View of Governance"*; Institute of Development Studies, University of Sussex, April 2010

The OECD-DAC definition within the context of democratic governance recognizes that power is essentially about relationships - between the state, citizens and their intermediary institutions (media, political parties and traditional and modern Civil Society). There is an asymmetry of power and hence influence between citizens, civil society, media and the State. This often results in a misalignment between developmental interests, a weakening of the state- citizen relationship, and the consequent de-legitimization of governance institutions leading to a breakdown in peace and sustainable development.

The ACP- Project will focus on three key relationships namely:

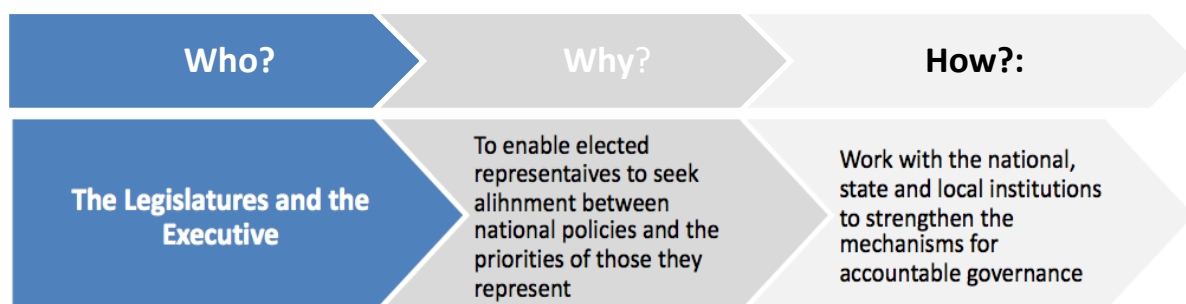
1. Citizens, their Organizations and the State:



Access to information and transparency of the political and legislative process are key drivers of accountability in a functioning democracy. Constituency and issue based civil society organizations that are well informed about the content of public policy and the process of government decision-making are well placed to advocate for the advancement of the legitimate interests of specific groups by contributing to public dialogue and debate. Civil society organizations can build systematic links between elected representatives and their constituents through public outreach activities including public hearings and citizen-friendly information channels of communication.

Furthermore, civil society can provide the necessary policy analysis and perspectives that facilitate parliamentarians to refine their policy positions, and continue to align their interests with those of the electorate. The institutionalization of the opportunities and mechanisms for civil society engagement in the governance architecture in Sudan is therefore a key to promoting a sustainable and peaceful means through which citizens voices and interests may be heard and addressed.

2. The Legislatures and Executive:



As representative institutions of government, legislatures have central roles in ensuring the participatory, transparent and accountable workings of government. The relationship between the legislative and the executive is therefore critical in ensuring that national policies and

directives remain aligned to the agreed development priorities, within framing laws and in the interests of the citizens they represent. The processes and mechanisms of dialogue within the legislature, and between the legislature and the executive are thus important in ensuring continued alignment, and support a forum for building consensus where there are divergent interests and views.

Parliaments in conflict-affected countries, such as Sudan, have the potential to be an effective means through which peace may be promoted. This includes effective oversight of the equitable distribution of resources and ensuring the inclusion of the interests of disenfranchised constituencies. More specifically, parliamentary committees focused on public expenditure accountability; social sector allocations and justice are useful forums for driving forward specific pro-poor policy agendas.

A key constraint is that post April 2010 executive and legislative elections, the National and State legislatures are dominated by the ruling party. As such, the oversight functions of the legislatures are likely to be informed by party loyalties, with minority party representatives having scant influence. For this reason, the project also supports civil society (including media) engagement with the budgetary process to mitigate the power dynamics within the assembly – with civil society playing a key role in holding parliament itself to account –in aligning public expenditure with evidence based needs. In addition, the nascent engagement with the Council of States, may also serve to increase the accountability process between the national and regional governance mechanisms.

3. *The Media and the State:*



The media serves as the fourth branch of government, by disseminating information and thereby serving as a catalyst for dialogue between the State and citizens. A media sector that is well informed about not only the processes through which decisions are made, but also the policy that the government seeks to advance can provide a platform as well as driver for change through a focus on civic and investigative journalism on issues such as the role of the parliament in executive oversight, civil society advocacy agendas and constituency representation.

More specifically, in the pre-election phase media ensures that citizens make informed choices about the political representation of their interests within those spaces where public policy will be made. After elections, access to decisions of government allows the general public and their organizations to maintain dialogue with their elected representatives and hold them to account for the delivery of their policy platforms for which they have been elected.

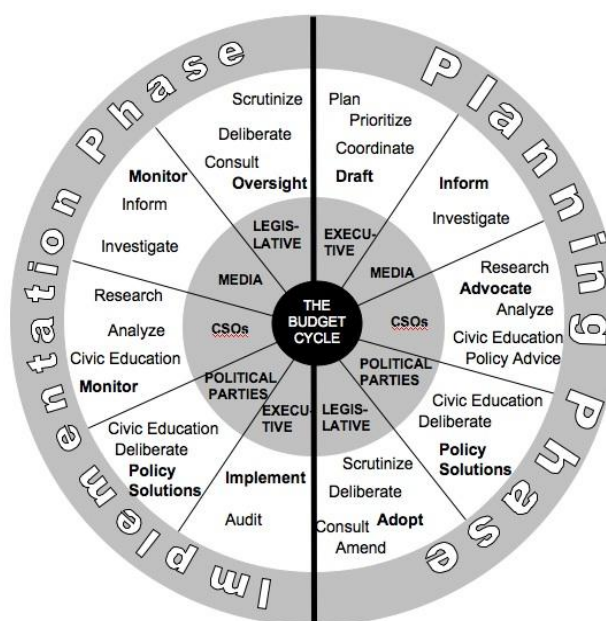
The overall report from the media consortium that monitored media coverage during the April 2010 elections concluded that informative, investigative and neutral journalism is limited in Sudan. Noting that that rather than investigative journalism and field reporting, interviews, studio discussions and broad news coverage, viewers are provided a studio-delivered digest of “protocol” news - mainly government bulletins of the official state activities and speeches of the day. Nonetheless, as with the elections within the space available there is scope to increase the policy content of the press to move away from partisan rhetoric. The aim is to continue in the provision of journalistic investigative skills and technical competency around the budgetary

process so that the media is increasingly the catalyst for debate – rather than being the object and sole driver of debate.

III. Project Strategy

The *ACP Project* will focus on the budget planning and implementation process as a function of the aforementioned relationships to contribute to gender-sensitive pro-poor development outcomes. The budget cycle is both an expression of the political economy reflecting the current power and influence of particular groups, policy priorities and interests; and presents an opportunity for engaging with those very relationships to empower the powerless, and to include the marginalized.

Sound public finances require accountability and participatory mechanisms in all aspects of the budget planning and implementation process. Figure 1 illustrates the functions and activities of different stakeholders in the budget cycle in the planning (right side) and in the implementation phase (left side).



The project’s **aim** is to strengthen the institutional accountability mechanisms and promote citizen’s participation in the budget process. The project **strategy** is to enhance the capacities of civil society, political parties, media, legislative assemblies and other relevant government bodies to contribute to pro-poor and gender-sensitive budget planning and to monitor public spending. The project’s activities focus on enhancing interrelationships between key actors in order provide institutionalized entry- points for citizens and their organizations in the budget process.

The BRIDGE Institute highlights that “[g]ender-sensitive budget analysis can be a decisive step for linking the government’s commitments regarding gender equity to the way in which public resources are spent and raised.”²⁶ As highlighted by the Institute “in order actually improv[e] lives, gender-sensitive budget analysis has to translate into gender-sensitive formulation and implementation of public budgets. Current research suggests that this aim can be accomplished by applying the following lessons learned:

- Civil Society has to be involved and informed in all stages of the process;
- Mid- or long-term commitments of all actors are required, because the complexity of the budget process requires solid knowledge for raising women’s priorities;
- Networks have to be built of women in and outside of government.”²⁷

²⁶ “Gender and Budgets – Overview Report”; BRIDGE, Institute of Development Studies UK, Helena Hofbauer Balmori, February 2003, p.19

²⁷ “Gender and Budgets – Overview Report”; BRIDGE, Institute of Development Studies UK, Helena Hofbauer Balmori, February 2003, p.49

The ACP project, therefore, integrates UNDP's gender mainstreaming approach by inclusion of gender responsive budgeting as a key deliverable. Gender focused initiatives include gender analysis of the national and subsidiary budgets, and capacitating the parliamentary women's caucuses and civil society networks to seek the allocation of resources in an equitable manner.

Complementarities to other programming/analysis

1. The World Bank

To date the World Bank (WB) has supported the UNDP *Public Sector, Decentralization and Capacity Building Project* implemented in the initiation phase with UNDP Sudan, and now under implementation by the Bank. The WB has also carried out a number of reviews including a Public Expenditure Review (2007) which recommended, *inter alia*, streamlining and limitation of transfers sources in order to strengthen the roles based process of transfers. A further recommended consideration to limit transfer schemes to 3-4; block (un-conditional), development, and in the case of East Sudan, the ESDF; schemes like "agriculture compensation" should be absorbed into the others. The PER review is informative to the budget planning and implementation process. Similarly the African Development Bank in analysis conducted by Norio Usui on *Critical Issues of Fiscal Decentralization* notes that key to fiscal decentralization is a transparent and equitable basis for allocating national financial resources and emphasizes the need for clear rules between central and sub-national government as a critical requirement for decentralisation to work.

2. Current UNDP Programming:

The current UNDP *Local Governance Development and Public Expenditure Management- Project in Eastern Sudan* (LGDPEM) is a complement to the proposed *ACP Project*, as it is an institution building programme focused on the technical aspects of budget planning and execution and includes capacity development of State and localities in strategic planning, revenue forecasting and policy analysis. Implemented in the SP East Region, and to be piloted in N. Darfur; the LGDPEM works with FFMAC, Supreme Council on Decentralisation at national level etc. The LGDPEM was instrumental in the establishment of the SCD after the August 2009 conference communique signed by the then Ministry of Federal Governance, MoFNE out of which the presidency ultimately formed the Supreme Council. Complementing these efforts, the ACP-project focuses on the political economy that underpins national, state and locality planning with a view to promoting developmentally driven politics rather than politically driven development.

Area of Implementation

The capacity of legislative assemblies, civil society organizations and media to monitor public spending and contribute to budget drafting on sub-national level shows significant weaknesses.²⁸ *"Since responsibility for basic services [has been] devolved to the state and locality levels, this is the frontline for addressing poverty."*²⁹ The ACP project will therefore be implemented at national level where the national budget is aggregated; while also focusing on discrete interventions in East Sudan and North Darfur.

²⁸ *"Institutions and Processes in Public Finance Management in Sudan: Assessment and View for Remedy"*, Ahmed A. A. Badawi, Department of Economics, University of Khartoum, July 2008 (UNICONS/UNDP), p.20

²⁹ *"Sudan - Public Expenditure Review"*, The World Bank, December 2007, p. 61

East Sudan

The Eastern Sudan Peace Agreement (ESPA) was signed on 14 October 2006, covering all three States. This Agreement brought an end to the conflict between the Eastern Front (comprising of the Beja Congress and Rashaida Free Lions Movement) and the National Government. The ESPA offers the opportunity for vital structural change in the East; a new impetus for locally driven recovery, effective decentralization and increased participation of eastern Sudanese in governance and access to resources to address development challenges in the East.

The ESPA recognizes that political, social and economic marginalization were the primary drivers of conflict in the East. Accordingly, Article 22 of the Agreement delineates the strategic objectives of development, which are necessary to redress these problems. As a result, the ESPA provides both an important opportunity as well as challenge for national and international efforts to effectively support the implementation of the power and wealth sharing aspects of the agreement.

Poverty Indicators³⁰

Goals	Indicators	Current Status (2009 data unless otherwise stated)			
		Northern Sudan	Red Sea	Kassala	Al-Gadaref
Extreme Poverty and Hunger	The proportion of the population below the National poverty line	46.5%	57.7% ³¹	36.3%	50.1%
	Employment to population ratio (working age 15-59) (2008)	41.85%	32.7% ³²	28.1%	27.3%
	Proportion of population below minimum level of dietary energy consumption	28%	44% ³³	30%	22%
Universal Primary Education	Gross enrolment in basic education	71.1%	36.1%	44.8%	69.4%
	Literacy rates of 15-24 year olds, women and men	77.5%	66.5%	56%	51%
Gender Equality and Empowerment of Women	Ratio of boys to girls in primary, secondary and tertiary education	Primary 92%boys-girls96%	Primary 34.2%boys-girls39%	Primary 45.5% boys-girls 45%	Primary 64%boys-girls74.6%
		Secondary 51.6%boys-girls49.4%	Secondary 20.7%boys-girls14%	Secondary 17.2% boys-girls 12.9%	Secondary 28.3%boys-girls34.7%
Child Mortality	Under five mortality rate (per 1000)	102	126	81	137
	Infant mortality rate (per 1000)	71	73	56	86
	Proportion of one year old children immunized against measles	85%	60.2%	81.6%	78.4%

³⁰ Sudan Millennium Development Goals Progress Report, 2010

³¹ Source: Sudan Household Baseline Survey 2009, CBS

³² These figures are calculated using the following formula: Total Population Employed/Total Population at Working Age (in Sudan 10 -75+ as of Sudan Population & Housing Census) ×100. While economic participation (employment to economically active) for the three states are: 80%, 78% and 84% for Red Sea, Kassala and Al-Gadaref respectively.

³³ Source: Food Insecurity in Sudan, NBHS, CBS, 2009

Maternal Health	Maternal mortality ratio (per 100,000)	534	377	1,414	609
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Darfur³⁴:

Since 1973, Darfur’s population has grown almost six-fold, to roughly 7.5 million people. At historic growth rates, the area could be home to 12 million people by 2025. Large population increases translate into corresponding demands for services and opportunities that the region is ill-equipped to meet. Darfur is home to a high concentration of youth – 52 percent of Darfuris are no older than 16 years. This youth bulge creates enormous pressure to provide education and other opportunities for young people. Over the last generation, urbanization has also increased and was forcibly accelerated by the conflict. Fifty percent of Darfuris now live in and around major cities, or along the axes that link them. Urbanization offers several potential benefits, including increased proximity to services, but cities must be adequately equipped to provide for residents in order to reap these benefits. Weak governance undermines Darfur’s ability to confront major changes and effectively manage associated tensions.

Overall, institutions in Darfur – both in government and civil society – have performed below required capacity, primarily as a result of two issues: marginalization and an internal institutional breakdown. Darfur has historically been marginalized. Low fiscal transfers from the centre and poor access to services best illustrate the impact of marginalization since Sudan’s independence. In 2008, Darfur’s state governments received only 21 percent of the budget for which they had planned, although this represents an increase over earlier years. Lack of funding and capacity gaps constrain local governments’ ability to meet people’s needs, contributing to poor development indicators in many sectors.

North Darfur³⁵ (ND) is one of the 3 states of the Darfur region located in the west of Sudan. The state has a land area of 296,420 km² with a population of approximately 2,113,626³⁶ representing an average distribution of about 7 persons per km². Women account for 49% and 48% of the population is below the age of 16. Urbanization is estimated to be nearly 50%³⁷ representing a significant rise from about 20% in 2003. The urbanization trends are attributed in part to the recent conflict which has led to deterioration in economic infrastructure and other conditions of livelihood. The main urban centres in ND include Al Fashir, the capital of the state with about 24% of the population and other significant towns notably Alliet, Kebkabiya, Kutum, Mellit Tawilah and Umm Kadadah.

The state predominantly depends on agriculture with a large segment of the population (estimated at about 75%) relying on it for their livelihood. Livestock farming is the main agricultural activity. The high dependency on agriculture has rendered the state vulnerable to environmental changes. Drought and desertification in the 1970s and 80s thus significantly affected agriculture activities. This has in recent times (since 2003) been exacerbated by the conflict in the state and in the Darfur region in general. These conditions have thus weakened economic activity and impoverished the state.

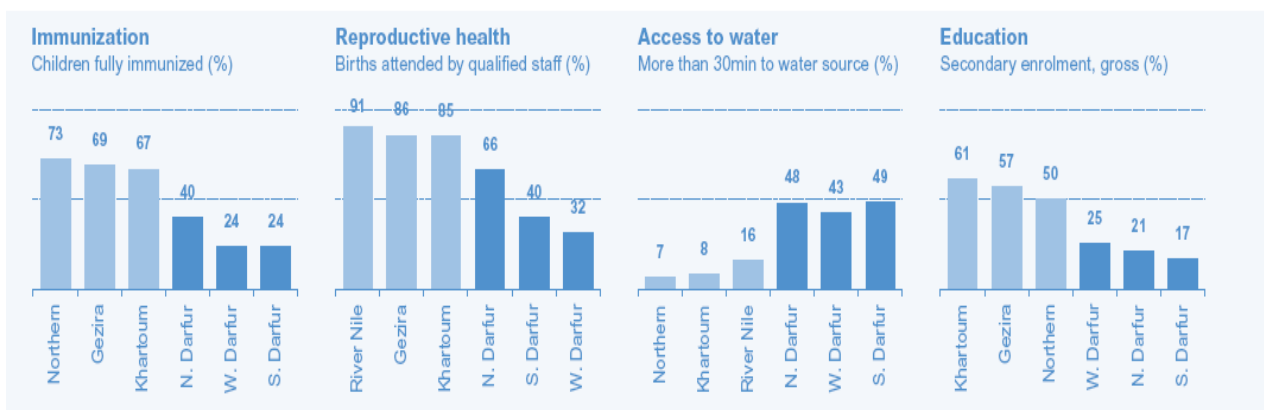
³⁴ Extracted from “Beyond Emergency Relief: Longer-term trends and priorities for UN agencies in Darfur”, 2010, p.4

³⁵ Extracted from “UNDP Planning / PEM Assessment Mission to North Darfur: Assessing gaps and identifying strategies and interventions for strengthening state institutions in planning and public expenditure in North Darfur. 27 December 2010 to 05 January 2011

³⁶ The figures are derived from the official census statistics of 2008 but exclude 2 localities of Dar es Salaam which were not secure at the time

³⁷ Darfur, beyond emergency relief, United Nations, Sudan

Social indicators in northern states



Source: SHHS (2007). Top three states compared to Darfur states.

Source: ESR (2010).

Expected Outcomes and Outputs

The project strategy is in line with the *UNDP Country Programme Action Plan (2009 – 2012)*, contributing to:

- **Outcome 3: Institutions, systems and processes of democratic governance strengthened; and**
 - **Output 3.2** Capacities strengthened of national, sub-national and state assemblies; and
 - **Output 3.3** Capacities strengthened of political, parties, media, and civil society, including women, to play their mandated roles in the democratic process

The initial duration of the project will be two years from 2011- 2012, to coincide with the UNDP Country Programme Action Plan (CPAP) lifespan. Thereafter, and following both the CPAP review and mid-term evaluation, the project anticipates a further 2 years of implementation. The total 4 year programme cycle is intended to cover one medium term expenditure framework period of 3 -4 years, and provide a sufficient evidence and opportunity to achieve results and have impact. The key objectives of the project are:

Objective 1: Increase the institutional capacity of the National Legislature and other relevant Government Institutions to contribute to pro-poor and gender-inclusive budget planning and review

UNDP support to Legislative and Executive bodies is tailored to increase their effectiveness, transparency and responsiveness in the budget process and to enhance the channels of access to citizens in the budgetary process.

Under this objective, the project will focus on achieving the following outputs:

- **Output 1:** Capacities of the national and state legislatures for evidence-based and participatory budget planning strengthened;
- **Output 2:** National Audit Chamber provides high-quality auditing reports on public spending;

- **Output 3:** Gender Budgeting tools and analysis are integrated in the budget planning process;
- **Output 4:** Political Parties capacities for policy development are enhanced;

Objective 2: Strengthen the capacities of Civil Society Organizations and Political Parties to contribute to the budget formulation process and monitor expenditure to promote social accountability for public spending

Active citizen participation in planning, budgeting and expenditure oversight depends on the technical skills of individuals working in the organizations that are performing the oversight and monitoring. *“Budget analysis and advocacy are not sporadic activities, since they must build on solid knowledge.”*³⁸ Therefore, training and research are the main tools used to strengthen the skills of CSOs and political parties.

Through a targeted capacity-development approach, research and technical assistance, the project will work towards achieving the following output:

- **Output 5:** Information flow and dialogue between National Legislature, CSOs, Political Parties and the Media are institutionalized.

Objective 3: Strengthen the capacities of the Media to contribute to the budget formulation process and monitor public spending

UNDP will support individual journalists and media houses to increasingly engage in driving the process of budget preparation, execution and accountability processes through increased capacity for investigative journalism; a better understanding of parliamentary processes; and reportage that is easily accessible to the general public. The project will focus on civic oriented journalism, and institutionalization of the process of communication and consultation with elected officials and other decision-makers aiming at achieving the following output:

- **Output 6:** Increased and improved media coverage of the budget planning and implementation process in national and state media

Inception Phase

According to the stipulations of the CPA, the six-year interim period of the Comprehensive Peace Agreement (CPA) will come to an end on 9 July 2011. Since the beginning of 2005, the Sudan was governed under the Interim National Constitution (INC), which is a constitution created largely by the CPA to govern the transitional period. The results of the Southern Sudan Referendum for self-determination, which was conducted from 9-15 January 2011 clearly indicated that the absolute majority of those who participated in the referendum favor separation from the rest of the country.

Even though the INC will stay in force until the end of the interim period, there is a general conviction that the secession of Southern Sudan will bring about a new phase in the political

³⁸ “Gender and Budgets – Overview Report”; BRIDGE, Institute of Development Studies UK, Helena Hofbauer Balmori, February 2003, p.47

development of Sudan. While the Government of Sudan is embarking on a constitution making process for North Sudan, the shape and structure of the different government bodies are in a state of flux.

At the same time, the regional context is changing at a rapid pace. The rising tide of youth-led transformative changes in the Arab region, which resulted successively in the downfall of the governments in Tunisia and Egypt after decades of power, is likely to have an important impact on the political climate in Sudan.

Given the upcoming changes in the government structures in the country, it is unlikely that institutional level interventions will be sustained beyond July 2011. In addition, against the background of the ongoing developments in the Arab region, UNDP needs to review the planned project activities to ensure a clear focus on empowerment and engagement with government structures and guard against cooptation. Therefore, UNDP plans to launch a six-month inception phase for the project, during which preparatory work towards the engagement with political parties, civil society and media will be commenced in terms of understanding public sector finance and public policy issues. In addition, during the inception phase, UNDP will complete the necessary assessments with regards to the parliament and government ministries and complete missing baseline indicators and establish indicator targets for the period 2011-2012.

The activities to be carried out during the inception phase are outlined in a separated workplan. The inception period will start in March 2011 and end in August 2011 and will be financed through the contribution by the UNDP Democratic Governance Thematic Trust Fund. During the inception phase, consultations will be finalized with the donors of the Strategic Partnership (SP) for governance and rule of law for Sudan to secure funding for the remaining period of the project. It is expected that the allocation of additional funds from the SP will be approved during the upcoming Steering Committee on 16 March 2011.

Partnership Strategy

Beneficiaries	Suppliers
<i>The Legislature and Executive:</i>	
PPAC	
National and State Legislatures	Inter-Parliamentary Union (IPU) AWEPA IDLO EISA Parliamentary Center (Canada) Development Studies and Research Institute (DSRI) NDI/NR
Women's Directorate in the Ministry for Welfare	UNIFEM ³⁹
<i>Civil Society:</i>	
Sudanese Platform for Elections (Shams) SuGDE Khatima Adlan Center Alsharg Center for Culture and Legal Aid/Justice and Confidence Center (JCC)	Peace Institute of University of Khartoum UNICONS Open Budget Initiative

³⁹ The project will work closely with UNIFEM in Sudan and other Arab countries, such as UNIFEM Egypt, which has accumulated valuable experience in the area of gender budgeting.

<i>Media:</i>	
A variety of newspapers, broadcasters and journalists	IMS FoJo Media Arab Working Group Sudan Media and Elections Consortium (SMEC)

IV. RESULTS AND RESOURCES FRAMEWORK⁴⁰

<p>Intended Outcome as stated in the Country Programme Results and Resource Framework:</p> <p>CPAP Outcome 3: Institutions, systems and processes of democratic governance strengthened</p> <ul style="list-style-type: none"> – Output 3.1: Support to free and fair elections and referenda based on international standards provided – Output 3.2: Capacities strengthened of national, sub-national and state assemblies – Output 3.3: Capacities strengthened of political, parties, media, and civil society, including women, to play their mandated roles in the democratic process 				
<p>Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:</p> <p><u>Indicator 1:</u> Elections conducted and assessed as free and fair by domestic and international observers; Referendum conducted as per CPA <u>Baseline:</u> Electoral law passed in 2008 <u>Targets:</u> Elections conducted as planned, and assessed as free and fair by domestic and international observers; Referendum conducted as per CPA and meeting accepted standards</p> <p><u>Indicator 2:</u> Change in the level of political knowledge and understanding of political system among citizens disaggregated by gender. <u>Baseline:</u> Low level of knowledge (less than 30%) on political systems among citizens. <u>Target:</u> Over 60% of adult citizens knowledgeable of political systems</p>				
<p>Applicable Key Result Area (from 2008-11 Strategic Plan): Democratic Governance</p>				
<p>Project title and ID (ATLAS Award ID): TBD</p>				
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p><i>Objective 1: Increase the institutional capacity of the National and State Legislatures and other relevant Government Institutions to contribute to pro-poor and gender-inclusive budget planning, review and democratic governance</i></p>				
<p>Output 1: Capacities of the national and state legislatures for evidence-</p>	<p>Targets (2011) TBD</p>	<p>Activity Result 1.1: <i>Capacity, function, and role of parliamentary oversight in the budget process are reviewed at national and state</i></p>	<ul style="list-style-type: none"> - UNDP - Inter-Parliamentary Union (IPU) 	<p>National Consultants: \$60,000</p>

⁴⁰ The baselines and targets will be defined in the first quarter of the project implementation.

<p>based and participatory budget planning strengthened</p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - % parliamentarians trained in what their role in the budget process is and how to effectively implement it (disaggregated by gender and region) - % parliamentary committees technically trained in budget scrutiny for use of public funds and service delivery - No. of sectoral policy briefs produced by the parliamentary secretariat pre-budget finalization <p><u>Baselines:</u> TBD</p>	<p>Targets (2012) TBD</p>	<p><i>levels</i></p> <ul style="list-style-type: none"> • Conduct a literature review based on international experience to provide guidance to the MPs and Secretariat • Conduct a review of current capacity, structure, mandate, and functions in the parliament to process information for the budget process (de jure and de facto) and provide recommendations to improve the gaps; • Organize consultative workshop with MPs with a focus on the recommendations of the review and to discuss specific budgetary issues • Review the current strategy of the secretariat and provide recommendations for improvement to link the strategy to action plans • Develop a policy paper on the role of committees in relation to budget process based on the workshops to be held with MPs and secretariat staff <p>Activity Result 1.2: <i>Parliament secretariat's capacity for budget related research and policy analysis is institutionalized</i></p> <ul style="list-style-type: none"> • Train secretariat staff in research methodologies, publication of position papers • Provide ICT-Support to the Knowledge-Management Unit of the National Assembly in order to improve the data storage and information flow within the parliament on budgetary issues. 	<ul style="list-style-type: none"> - AWEPA - Parliamentary Center (Canada) - IDLO - Public Accounts Committee - National Legislature 	<table border="0"> <tr> <td>International Consultants:</td> <td>\$40,000</td> </tr> <tr> <td>Contractual Services:</td> <td>\$60,000</td> </tr> <tr> <td>Grants:</td> <td>\$130,000</td> </tr> <tr> <td>Communication & Audio Visual Equipment:</td> <td>\$50,000</td> </tr> <tr> <td>Equipment & Furniture:</td> <td>\$15,000</td> </tr> <tr> <td>Hospitality:</td> <td>\$30,000</td> </tr> <tr> <td>Travel:</td> <td>\$40,000</td> </tr> <tr> <td>Total:</td> <td><u>\$425,000</u></td> </tr> </table>	International Consultants:	\$40,000	Contractual Services:	\$60,000	Grants:	\$130,000	Communication & Audio Visual Equipment:	\$50,000	Equipment & Furniture:	\$15,000	Hospitality:	\$30,000	Travel:	\$40,000	Total:	<u>\$425,000</u>
International Consultants:	\$40,000																			
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Communication & Audio Visual Equipment:	\$50,000																			
Equipment & Furniture:	\$15,000																			
Hospitality:	\$30,000																			
Travel:	\$40,000																			
Total:	<u>\$425,000</u>																			

		<ul style="list-style-type: none"> Organize training sessions with secretariat staff members, dedicated to the specific roles and functions of committee structure in relation to budget process Through a seed fund, establish a scheme to enable the committees to procure the services of research institutes and other institutions to produce policy analyses. <p>Activity Result 1.3: <i>Increase in knowledge and skills of Parliamentarians on specific sectoral and pro-poor issues at national and state level linked to the national poverty reduction strategy</i></p> <ul style="list-style-type: none"> Provide training to MPs on their role and functions Organize study tours to appreciate best practices in relevant regions based on the recommendations of the review of international experiences Organize training sessions with MPs dedicated to the specific roles and functions of committees in relation to budgeting 		
<p>Output 2: National Audit Chamber provides high-quality auditing reports on public spending</p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> % of audit staff with technical training % of national and sub-national expenditure 	<p>Targets (2011) TBD</p> <p>Targets (2012) TBD</p>	<p>Activity Result 2.1: <i>Capacities of National Audit Chambers and their legal framework are assessed</i></p> <ul style="list-style-type: none"> Conduct a capacity development needs assessment study Review the current legal framework for the NAC Provide recommendations on how to address the identified gaps 	<ul style="list-style-type: none"> UNDP National Audit Chamber (NAC) World Bank 	<p>Local Consultants: \$25,000</p> <p>Grants: \$30,000</p> <p>Contractual Services: \$55,000</p> <p>Hospitality: \$30,000</p>

<p>audited annually</p> <ul style="list-style-type: none"> - No. of points of access to audit reports to public (online, print, audit office; - % of annual legislative review and scrutiny of external audit reports at locality, state and national level <p><u>Baselines:</u> TBD</p>		<p>Activity Result 2.2: Capacities of the <i>National Audit Chamber</i> are strengthened to contribute effectively to budget accountability dialogue and debate</p> <ul style="list-style-type: none"> • Develop and implement a training programme based on the recommendations of the capacity development needs assessment, including study trips and training workshops • Organize conferences for NAC, Parliament, CSOs and media in order to discuss the NAC legal framework • Organize conferences for the NAC to present their findings to Legislatures, Media, CSOs • Support the printing and online publication and distribution of audit reports 		<p>AV and printing & publication costs: \$60,000</p> <p><u>Total:</u> \$200,000</p>
<p>Output 3: Gender Budgeting tools and analysis are integrated in the budget planning process</p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - % parliamentarians trained in gender budgeting scrutinizing & monitoring - % of National and State budgets undergoing an annual gender budgeting review by the Women's Directorate - % of relevant NGOs endorsing gender responsiveness of national 	<p>Targets (2011) TBD</p> <p>Targets (2012) TBD</p>	<p>Activity Result 3.1: <i>Gender budgeting tools tailored to the Sudanese context are developed</i></p> <ul style="list-style-type: none"> • Based on existing UNIFEM study on Gender Budgeting in Sudan, develop recommendations and tools to address identified challenges and to integrate a gender budgeting toolkit for Federal and State line ministries and parliamentary women's caucuses <p>Activity Result 3.2: <i>Gender budgeting tools are reviewed and validated and implementation strategy and monitoring framework developed</i></p> <ul style="list-style-type: none"> • Organize conferences on Gender Budgeting for CSOs, media, political parties, legislatures and targeted ministerial staff in order to validate toolkit and agree on a monitoring framework; 	<ul style="list-style-type: none"> - UNDP - UNIFEM 	<p>Grants: \$150,000</p> <p><u>Total:</u> \$150,000</p>

<p>and state level budgets</p> <p><u>Baselines: TBD</u></p>		<ul style="list-style-type: none"> • Provide training for CSOs, media, political parties, legislatures and targeted ministerial staff on measuring gender-sensitive basic service delivery • Provide technical assistance for to the implementation of the agreed monitoring framework in consultation with the participants of training workshops • Provide training for MPs at national and state level in gender budgeting scrutinizing and monitoring; <p>Activity Result 3.3: <i>The Women’s Directorate in the Federal Ministry of Welfare and Social Security is capable of initiating, coordinating and monitoring gender-sensitive public spending</i></p> <ul style="list-style-type: none"> • Support inter-ministerial meetings on Gender Budgeting aiming at establishing concrete workplans, and monitoring frameworks; • Support the conduct and publication of a gender-sensitive budget review at national and state level; • Organize and facilitate public forums on the planned Gender Budgeting Directive Draft 		
<p>Output 4: Political Parties capacities for policy development are enhanced</p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Number of training workshops provided on strengthening the parties’ role in budget oversight - % of registered political 	<p>Targets (2011) TBD</p> <p>Targets (2012) TBD</p>	<p>Activity Result 4.1: <i>Capacity Development Strategy for political parties regarding their role in the budget process developed and implemented</i></p> <ul style="list-style-type: none"> • Conduct a capacity assessment of current political parties regarding their role and function in the budget process • Develop a capacity development strategy 	<p>UNDP PPAC</p>	<p>International consultant: \$25,000</p> <p>Local consultant: \$15,000</p> <p>Hospitality: \$20,000</p> <p><u>Total: \$60,000</u></p>

<p>parties including PEM and sector budget policy in their policy platforms</p> <p><u>Baselines:</u> TBD [</p>		<p>for political parties related to the budget process based on the findings of the Political Parties capacity development needs assessment conducted under the previous electoral support programme;</p> <ul style="list-style-type: none"> • Provide training to political parties in accordance with the CD strategy, including training on the strengthening of policy agendas on budgetary issues; and parties' role in budget oversight; • Organize consultative forums with selected political parties presenting international best practices regarding the function of political parties to consult, organize and express the political will of citizens and contribute to Civic Education. 		
<p>Objective 2: Strengthen the capacities of Civil Society Organizations and Political Parties to contribute to the budget formulation process and monitor expenditure to promote social accountability for public spending at national and sub-national level</p>				
<p>Output 5: Information flow and dialogue between National Legislature, CSOs, Political Parties and the Media are institutionalized.</p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - % lobby groups / CSOs stating they can access voting records / debate information / parliamentary information - % relevant CSOs stating they were consulted in budget allocation (to an extent to which they are satisfied) - National Assembly's website in place 	<p>Targets (2011) TBD</p> <p>Targets (2012) TBD</p>	<p>Activity Result 5.1: <i>National Legislature has improved its channels of communication with citizens, civil society, political parties and the media on the budget process</i></p> <ul style="list-style-type: none"> • Organize a consultative workshop among representatives of MPs, civil society, and media to discuss options for institutionalized entry points for citizen involvement in the budget process • Disseminate international experience in parliaments communicating/interacting with citizens on budget related issues • Develop a toolkit on how the Members of Parliament can strengthen their visibility and responsiveness to their constituencies (public debates, regional offices etc.) • Improve the application of ICT in the dialogue between MPs and citizens, media and CSOs on budgetary issues: 	<p>UNDP Open Budget Initiative</p>	<p>Workshop: \$25,000</p> <p>Contractual services: \$175,000</p> <p>Grant: \$260,000</p> <p>Audio visual & printing production: \$45,000</p> <p>Communications & Audio Visual equipment: \$40,000</p> <p>Information Technology equipment: \$40,000</p>

<p><u>Baselines:</u> TBD</p>		<ul style="list-style-type: none"> • Support a re-launch of the National Assembly’s website with a view to enhancing citizens’ access to information; • Establish an IT-training centre in the National Assembly to enable MPs to communicate with citizens and their organizations via Email; • Install Audio & Visual recording and broadcasting system hardware to increase public access to parliamentary debates. <p>Activity Result 5.2: <i>Civil Society is better able participate in budget process and provide essential inputs including the voices of marginalized communities</i></p> <ul style="list-style-type: none"> • Provide cascaded training to CSOs and their networks on the process of budget preparation, implementation and oversight and how to fulfill their advocacy and oversight role • Establish a grants scheme for CSOs and research institutes implementing strategies recommended in the initial mapping study in order to: <ul style="list-style-type: none"> ✓ Undertake policy research (e.g. on pro-poor spending) ✓ Monitor public budget formulation and implementation (e.g. track allocated resources until they are implemented) ✓ Conduct Civic Education on budget issues and processes ✓ Link needs and concerns of marginalized communities to the national-level policy debate (e.g. innovative advocacy tools) • Support the establishment of a “budget 		<p><u>Total:</u> <u>\$585,000</u></p>
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		watch” network to monitor public spending from budget drafting to implementation including a website		
Objective 3: Strengthen the capacities of the Media to contribute to the budget formulation process and monitor public spending				
<p>Output 6: Increased and improved media coverage of the budget planning and implementation process in national and state media</p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - % of media houses accessing parliamentary records on budget debates and public service provision issues - % of journalists covering legislative debates on budget policy - Frequency of parliamentary briefings on public expenditure related matters <p><u>Baselines:</u> TBD</p>	<p>Targets (2011) TBD</p> <p>Targets (2012) TBD</p>	<p>Activity Result 6.1: <i>Interrelationships between media and legislatures are strengthened and information on budgetary issues is shared</i></p> <ul style="list-style-type: none"> • Conduct joint conferences on budget issues presenting and debating the National budget draft, up-to date Sudanese research and international best-practices for CSOs, political parties, government officials, media and Members of Parliament • Support capacity development for media to report on pro-poor and gender responsive public spending using journalists as trainers • Facilitate the strengthening of relationships between parliamentarians and journalists through support to press conferences and briefing sessions. <p>Activity Result 6.2: <i>Media better understands the budget process and the quality and quantity of their coverage on budgetary issues is increased</i></p> <ul style="list-style-type: none"> • Provide orientation sessions to journalists about rules, procedures and their role in the budget process • Provide training to journalists in investigative journalism on relevant issues in the budget process • Support journalists mentoring programme form experienced regional and international journalists and media houses; • Provide seed-financing to the establishment of a live-broadcast of parliamentary debates, e.g. radio. 	<p>UNDP SMEC</p>	<p>Contractual services: \$60,000</p> <p>Grant: \$60,000</p> <p>Audio visual & Printing Production: \$10,000</p> <p>Communications & Audio Visual Equipment: \$30,000</p> <p>Information Technology Equipment: \$20,000</p> <p>Workshops: \$20,000</p> <p>Total: \$200,000</p>

		<p>Activity Result 6.3: <i>Increased capacity of the media actors to report on the budget process and to fulfill their intermediary role between citizens and the state assessed and clarified</i></p> <ul style="list-style-type: none"> • Conduct a mapping study of Civil Society Organizations and their linkages with citizens and the state, including other non-state actors such as political parties, business organizations, tribal and faith-based institutions with a view to identifying strategies for strengthening intermediary institutions • Review international best practices in enhancing CSOs and citizen role in the budget process in order to strengthening social accountability 		
<p>Output 7: Project management and accountability</p>	<p><u>Targets (2011)</u></p> <ul style="list-style-type: none"> - Project staff recruited - Office equipment procured - Project review and mid-term evaluation conducted <p><u>Targets (2012)</u></p> <ul style="list-style-type: none"> - End-point evaluation conducted - Audit conducted 	<p>Activity Result 7.1: <i>Project management functions established:</i></p> <ul style="list-style-type: none"> • Recruit project staff • Procure office equipment <p>Activity result 7.2: <i>M & E mechanisms implemented</i></p> <ul style="list-style-type: none"> • Finalize indicators, baseline and targets for the project cycle, disaggregated by region and gender - Complete Quality Management for Project Activity Results completed • Conduct a project evaluation a mid - term and end point • Conduct annual project audit 	UNDP	<p>Staff costs: \$1,800,000</p> <ul style="list-style-type: none"> - P4 Project Manager - P3 Parliamentary Specialist - P3 Civil Society Specialist - P3 PEM Specialist - NOB Parliamentary Liaison Officer - NOB Civil Society Liaison Officer - NOB PEM Specialist - NOA Project Finance Officer - G7 Project Finance Associate - Project Driver <p>(total of 16 months, August 2011-December 2012)</p>

				Office & ICT Equipment: \$120,000
				International Consultants: \$70,000
				Contractual Services: \$100,000
				<i>Total:</i> <u>\$2,090,000</u>
			SUB-TOTAL Outputs 1-7	\$3,710,000
			GMS*	\$235,200
			Security	\$74,200
			Communication	\$37,100
			GRAND TOTAL	\$4,056,500

* The expected DGTF contribution (USD 350,000) has been subtracted from the sub-total outputs 1-7 to calculate the GMS.

V. Annual Workplan: Inception Phase (March – August 2011)

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET			
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount	
Objective 1: Increase the institutional capacity of the National and State Legislatures and other relevant Government Institutions to contribute to pro-poor and gender-inclusive budget planning, review and democratic governance										
Output 1: Capacities of the national and state legislatures for evidence-based and participatory budget planning strengthened <i>Overall project indicators & targets</i> <u>Indicators:</u> – % parliamentarians trained in what their role is and how to effectively implement it (disaggregated by gender) – % parliamentarians trained in budget procedures – % parliamentary committees technically trained in budget scrutiny for use of public funds and service delivery – No. of sectoral policy briefs produced by the parliamentary secretariat pre-budget finalization <u>Baselines & Targets:</u> TBD <i>Indicators/targets for the inception phase:</i> - Capacity development strategy for parliament to process information for the budget process developed - Policy paper drafted on the role of	Activity Result 1.1: Capacity, function, and role of parliamentary oversight in the budget process are reviewed at national and state levels <ul style="list-style-type: none"> Conduct a literature review based on international experience to provide guidance to the MPs and Secretariat Conduct a review of current capacity, structure, mandate, and functions in the parliament to process information for the budget process (de jure and de facto) and provide recommendations to improve the gaps; Review the current strategy of the secretariat and provide recommendations for improvement to link the strategy to action plans Develop a policy paper on the role of committees in relation to budget process based on the workshops to be held with MPs and secretariat staff 		X	X		UNDP Inter-Parliamentary Union (IPU) AWEPA Parliamentary Center (Canada)	DGTF	Local Consultants	\$ 30,000	
								DGTF	International Consultants	\$25,000
								DGTF	Travel	\$14,310

<p>legislative committees in relation to the budget process</p> <ul style="list-style-type: none"> - Baselines and targets for output indicators established 									
<p>Output 2: National Audit Chamber provides high-quality auditing reports on public spending</p> <p><i>Overall project indicators & targets:</i></p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - % of audit staff with technical training - % of national and sub-national expenditure audited annually - No. of points of access to audit reports to public (online, print, audit office; - % of annual legislative review and scrutiny of external audit reports at locality, state and national level <p><u>Baselines & Targets:</u> TBD</p> <p><i>Indicators/targets for the inception phase:</i></p> <ul style="list-style-type: none"> - Capacity development strategy for the National Audit Chamber developed - Baselines and targets for output indicators established 	<p>Activity Result 2.1: <i>Capacities of National Audit Chambers and their legal framework are assessed</i></p> <ul style="list-style-type: none"> • Conduct a capacity development needs assessment study • Review the current legal framework for the NAC • Provide recommendations on how to address the identified gaps 		X	X		UNDP National Audit Chamber	DGTF	Local Consultant	\$25,000
<p>Output 3: Gender Budgeting tools and</p>	<p>Activity Result 3.1: <i>Gender</i></p>		X			UNIFEM	DGTF	Grant	\$20,000

<p>analysis are integrated in the budget planning process</p> <p><i>Overall project indicators & targets:</i></p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - % parliamentarians trained in gender budgeting scrutinizing & monitoring - % of National and State budgets undergoing an annual gender budgeting review by the Women’s Directorate - % of relevant NGOs endorsing gender responsiveness of national and state level budgets <p><u>Baselines & Targets:</u> TBD</p> <p><i>Indicators/targets for the inception phase:</i></p> <ul style="list-style-type: none"> - Gender budgeting tools tailored to the Sudanese context developed and validated - Baselines and targets for output indicators established 	<p><i>budgeting tools tailored to the Sudanese context are developed</i></p> <ul style="list-style-type: none"> • Based on existing UNIFEM study on Gender Budgeting in Sudan, develop recommendations and tools to address identified challenges and to integrate a gender budgeting toolkit for Federal and State line ministries and parliamentary women’s caucuses 								
	<p>Activity Result 3.2: <i>Gender budgeting tools are reviewed and validated and an implementation strategy and monitoring framework is developed</i></p> <ul style="list-style-type: none"> • Organize conferences on Gender Budgeting for CSOs, media, political parties, legislatures and targeted ministerial staff in order to validate toolkit and agree on a monitoring framework; 	X	X			UNIFEM			
<p>Output 4: Political Parties capacities for policy development are enhanced</p> <p><i>Overall project indicators & targets:</i></p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Number of training workshops provided on strengthening the parties’ role in budget oversight % of registered political parties including PEM and sector budget policy in their policy platforms 	<p>Activity Result 4.1: <i>Capacity Development Strategy for political parties regarding their role in the budget process developed and implemented</i></p> <ul style="list-style-type: none"> • Conduct a capacity assessment of current political parties regarding their role and function in the budget process • Develop a capacity development strategy for political parties regarding the 	X	X			UNDP PPAC	DGTTF	International Consultant	\$25,000

<p><u>Baselines & Targets:</u> TBD</p> <p><i>Indicators/targets for the inception phase:</i></p> <ul style="list-style-type: none"> - Capacity development strategy for political parties developed - Baselines and targets for output indicators established 	<p>budget process;</p> <ul style="list-style-type: none"> • Provide initial training to political parties in accordance with the CD strategy, including training on the strengthening of policy agendas on budgetary issues; and parties' role in budget oversight; 						DGTTF	Workshops	\$10,000
<p>Objective 2: Strengthen the capacities of Civil Society Organizations and Political Parties to contribute to the budget formulation process and monitor expenditure to promote social accountability for public spending at national and sub-national level</p>									
<p>Output 5: Information flow and dialogue between National Legislature, CSOs, Political Parties and the Media are institutionalized.</p> <p><i>Overall project indicators & targets:</i></p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - % lobby groups / CSOs stating they can access voting records / debate information / parliamentary information - % relevant CSOs stating they were consulted in budget allocation (to an extent to which they are satisfied) - National Assembly's website in place <p><u>Baselines & Targets:</u> TBD</p> <p><i>Indicators/targets for the inception phase:</i></p>	<p>Activity Result 5.1: <i>National Legislature has improved its channels of communication with citizens, civil society, political parties and the media</i></p> <ul style="list-style-type: none"> • Develop a toolkit on how the Members of Parliament can strengthen their visibility and responsiveness to their constituencies (public debates, regional offices etc.) • Support a redesign of the National Assembly's website with a view to enhancing citizens' access to information; 		X	X		UNDP	DGTTF	Contractual Services	\$30,000
							DGTTF	Information Technology equipment	\$10,000

<ul style="list-style-type: none"> - Toolkit developed for strengthening MoP visibility and responsiveness to their constituencies - National Assembly's website in place - Budget watch network established - Baselines and targets for output indicators established 	<p>Activity Result 5.2: <i>Civil Society is better able participate in budget process and provide essential inputs including the voices of marginalized communities</i></p> <ul style="list-style-type: none"> • Provide cascaded training to CSOs and their networks on the process of budget preparation, implementation and oversight and how to fulfill their advocacy and oversight role • Support the establishment of a "budget watch" network to monitor public spending from budget drafting to implementation including a website 		X	X		UNDP Open Budget Initiative	DGTTF	International Consultant	\$25,000
							DGTTF	Local Consultant	\$15,000
							DGTTF	Information Technology equipment	\$10,000
Objective 3: Strengthen the capacities of the Media to contribute to the budget formulation process and monitor public spending									
<p>Output 6: Increased and improved media coverage of the budget planning and implementation process in national and state media</p> <p><i>Overall project indicators & targets:</i></p> <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - % of media houses accessing parliamentary records on budget debates and public service provision issues - % of journalists covering legislative debates on budget policy - Frequency of parliamentary briefings on public expenditure related matters <p><u>Baselines & Targets:</u></p>	<p>Activity Result 6.2: <i>Media better understands the budget process and the quality and quantity of their coverage on budgetary issues is increased</i></p> <ul style="list-style-type: none"> • Provide orientation sessions to journalists about rules, procedures and their role in the budget process 		X	X		UNDP SMEC	DGTTF	International Consultants	\$40,000
	<p>Activity Result 6.3: <i>Increased capacity of the media actors to report on the budget process and to fulfill their intermediary role between citizens and the state assessed and clarified</i></p> <ul style="list-style-type: none"> • Conduct a mapping study of Civil Society Organizations and 		X	X			DGTTF	Workshops	\$20,000

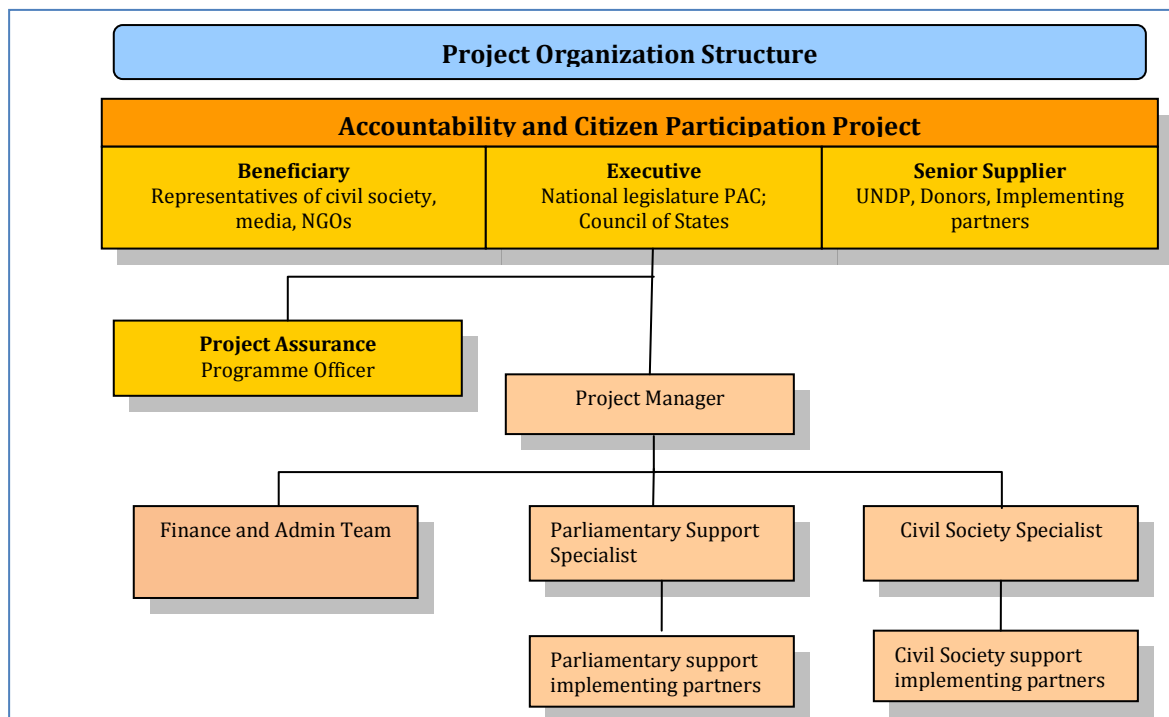
<p>TBD</p> <p><u>Targets:</u> TBD</p> <p><i>Indicators/targets for the inception phase:</i></p> <ul style="list-style-type: none"> - Capacity development strategy for CSOs developed to strengthen their capacity to report on the budget process - Baselines and targets for output indicators established 	<p>their linkages with citizens and the state, including other non-state actors such as political parties, business organizations, tribal and faith-based institutions with a view to identifying strategies for strengthening intermediary institutions</p> <ul style="list-style-type: none"> • Review international best practices in enhancing CSOs and citizen role in the budget process in order to strengthening social accountability 								
<p>Output 7: Project management and accountability</p> <p><u>Indicators/Targets:</u></p> <ul style="list-style-type: none"> - Project document reviewed and missing baselines and annual targets at output level established, disaggregated by region and gender - Annual Workplan for 2011 and 2012 developed - Quality Management for Project Activity Results completed 	<p>Activity result 7.2: M & E mechanisms implemented</p> <ul style="list-style-type: none"> • Finalize indicators, baseline and targets for the project cycle disaggregated by region and gender • Complete Quality Management for Project Activity Results • Define responsible partners for the project components 	X	X			UNDP	DGTTF	Staff Costs (M&E Specialist)	\$40,000
							DGTTF	ICT Equipment	\$2,000
							DGTTF	Office Supplies	\$500
SUB-TOTAL									\$339,810
Security Contribution									\$6,796
Communication									\$3,394
GRAND TOTAL (DGTTF)									\$350,000

VI. Management Arrangements

The project will be implemented under the guidance of a Project Manager who will oversee implementation and will be supported by a team of two international experts, namely: A Parliamentary Support specialist and a Civil Society Support specialist Referendum. The Project Manager will be responsible for day-to-day management and decision-making for the project, as well as ensuring that the project produces the results specified in the agreed project document and annual work plan.

The core project team will be located at the UNDP Country Office with project support provided by existing governance and rule of law field officers and regional programme managers. The project will be implemented through both direct implementation (DIM) and NGO Execution; with specialized institutions and NGOs providing technical and coordination support. During the start-up phase of the project capacity assessments and coordination agreements shall be concluded. In addition the project intends to provide for national implementation through letters of agreement with the specific government entities to allow implementation.

A *Project Steering Committee* convened by UNDP, with representation for beneficiaries and senior suppliers will be held on a quarterly basis; and reporting and accountability provided in conformity with the UNDP regulations. The steering committee will review and approve programme work plans, annual budgets; and receive accountability and reports and manage by exception. It will also provide project and policy implementation oversight. The expected core project structure is illustrated in Figure 2 below, and will be further elaborated and expanded commensurate with project needs:



VII. Monitoring and Evaluation Framework

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

Quality Management for Project Activity Results: Will be completed during the project inception phase.

VIII. Legal Context

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

IX. Annexes

Risk Analysis

According to the stipulations of the CPA, the six-year interim period of the Comprehensive Peace Agreement (CPA) will come to an end on 9 July 2011. Since the beginning of 2005, the Sudan was governed under the Interim National Constitution (INC), which is a constitution created largely by the CPA to govern the transitional period. The results of the Southern Sudan Referendum for self-determination, which was conducted from 9-15 January 2011 clearly indicated that the absolute majority of those who participated in the referendum favor separation from the rest of the country.

Even though the INC will stay in force until the end of the interim period, there is a general conviction that the secession of Southern Sudan will bring about a new phase in the political development of Sudan. While the Government of Sudan is embarking on a constitution making process for North Sudan, the shape and structure of the different government bodies are in a state of flux.

At the same time, the regional context is changing at a rapid pace. The rising tide of youth-led transformative changes in the Arab region, which resulted successively in the downfall of the governments in Tunisia and Egypt after decades of power, is likely to have an important impact on the political climate in Sudan.

Potential risks associated with the implementation of the project:

Risk	Category	Description	Risk Likelihood / Impact	IC Response/Mitigation
Security situation deteriorates	Security	Referendum and/or post-referendum issues trigger political violence or even armed conflict between North-South; Spill-over effect of violent uprisings in the Arab region to Sudan;	Low / Medium	Adjust work plan according to security situation
Southern Sudan votes for secession	Organizational/operational/security	A secession of the South will have a huge impact on the political institutions in Sudan;	High/High	Project targets Northern Sudan state and federal institutions which are likely to be in place even after a potential secession
Emerging risks of instability due to declining resources	Socioeconomic and political	Decreased national revenues; increased tension between States and the Federal government due to diminished resource transfers	High/High	The project is focused on the regions currently subject of peace agreements – in which the transfer of resources is most contentious

Fact Sheets

1: Council of States

Leadership:

(Name, responsibilities and nomination procedure)

Speaker:

Name: Adam Hamid Musa.

Responsibilities:

The Speaker presides over sittings of the chamber, control order and supervise the administrative affairs thereof, he represents the Chamber inside and outside the Sudan.

Nomination Procedure: The Speaker is elected in the first sitting of the first session of the Council. The successful nominee should obtain more than half of the votes of representatives.

Deputy Speaker:

Name: Ismail El Haj Musa.

Responsibilities: In the absence of the Speaker the deputy assumes the leadership of the Council.

Nomination Procedure: The Deputy Speaker is elected by the Council in a sitting chaired by the Speaker.

Composition:

Membership/Staff, mode of selection/election, to whom they are accountable:

(a) There are two representatives for each state in the Council of States, elected by the members of the State Legislative Assembly. Every member of the State Legislative Assembly casts two votes for two candidates to represent the State in the Council of Sates. The two candidates with the highest number of valid votes were declared elected.

(b) There are two observers representing Abyei in the Council of States elected by the members of the Council of Abyei. Every member of the Council of Abyei cast two votes for two candidates as observers to the Council of States from Abyei. The two candidates with the highest number of valid votes were declared elected. The members of the Council of States are governed by the Interim National Constitution, and the Council Internal Rules and Regulations.

Main Responsibilities and Objectives:

In addition to its legislative role in matters relating to decentralized governance, constitutional amendment, review of Bills passed by the National Assembly having impact on the states, the Council is competent to monitor and control national ministries in their implementation of the decentralized governance policy with jurisdiction to issue persuasive directives to all levels of government thereon. Furthermore the Council of States shares in the appointment of the Constitutional Court and monitors the performance of fiscal federalism commissions established by the CPA/INC. The Council of States is also responsible for mediation and conciliation between the national government and state governments of Blue Nile and Southern Kordufan States with respect to the results of the popular consultation process as per the CPA and the Law.

Legal Framework:

The Council of States is a constitutional innovation of the Comprehensive Peace Agreement (CPA) as an integral component of the decentralized governance system enshrined in the Interim National Constitution (INC).

The Council of States Conduct of Business Regulations 2010 governs the work of the Council.

Remarks:

History of the institution: The first Council of States, 2005 – 2009, was composed of appointed members pursuant to the transitional provisions in relation to the formation of the National legislature under the CPA and the INC. The current Council of States 2009 – to the present was elected as part of the April 2009 elections.

UNDP experience: There was cooperation between UNDP and the appointed Council of States in 2006 as part of the activities of the UNDP project “*Parliamentary and Political Parties Development in Sudan*” which was aimed at the transformation of the Parliamentary capacities on the federal and state levels to play a functional role in legislation and oversight. In late 2010, UNDP consulted the CoS on the collaboration for Introductory Workshops to new members of the Parliament and the Legislative Assemblies. These activities have been incorporated into the current project proposal; and have commenced under the *Support to Elections and Democratic Processes project*.

To date, a 2 day workshop in Khartoum was held in December 2010; bringing together state governors, speakers of the legislatures Councils and members of the legal committees from all states of Sudan. The main theme of the workshop was “*Legislative coordination in a Federal System*”. Papers presented in this forum concentrated on decentralization and human development, fiscal and budgetary decentralization, the German Bundesrat example, the Constitutional and intergovernmental relations between national and sub-national levels. Recommendations from the Forum are now being officially discussed in the CoS for legislative follow-up.

2: The National Assembly

Leadership:**Speaker:**

Name: Mr. Ahmed Ibrahim Eltahir.

Responsibilities: The Speaker presides over sittings of the chamber, control order and supervises the administrative affairs thereof, he represents the Chamber inside and outside the Sudan.

Nomination Procedure: The Speaker is elected from among the National Assembly members at the first sitting of the first session of the Assembly.

Deputy Speakers:

Names: Mr. Ateem Garang, Mr. Hago Gism Elseed and Ms. Samia Ahmed Mohamed.

Responsibilities: In the absence of the Speaker, one of the deputies assumes the leadership of the Assembly.

Nomination Procedure: The three deputies are elected by the Assembly in a sitting chaired by the Speaker provided that one of them shall be a woman.

Composition:

Membership/Staff, mode of selection/election, to whom they are accountable: The National Assembly is composed of four hundred and fifty elected members, as follows:

(a) Sixty percent of the members of the National Assembly were elected to represent geographical constituencies in the Republic of Sudan;

(b) Twenty five percent of the women members were elected on the basis of proportional representation at the State level from separate and closed party lists; and

(c) Fifteen percent of members were elected on the basis of proportional representation at the State level from separate and closed party lists.

The members of the National Assembly are accountable to Constitution and the Assembly Internal Rules and Regulations.

Main Responsibilities and Objectives:

- Ensure legislation in all national affairs.
- Approve plans, programmes and policies relating to the state and society.
- Approve the National Annual Budget.
- Ratify international treaties and agreements.
- Oversee the performance of the National Executive.
- Adopt resolutions on matters of public concern.
- Summon national ministers to present reports on Executive performance of the government generally or of a specified ministries or of a particular activity.

Legal Framework: The *National Interim Constitution of 2005* provides that there shall be established a National Legislature composed of the following two chambers:-

- (a) The National Assembly and
- (b) The Council of States.

The National Assembly Conduct of Business Regulations 2010 governs the work of the Assembly.

Remarks:

History of the Institution: The National Council for North Sudan was established in 1944. In 1948 the Legislative Assembly was established. The National Assembly emerged in 1953 after the first national election in Sudan. After independence, the National Assemblies came to existence in the years 1958, 1965, 1968 respectively. In 1973, the Peoples' Council was created by the Nimeri Regime and continued up to April 1985. The Constitutional Assembly covered the period from 1986 to 1989. The Salvation Regime brought back an appointed National Assembly in 1994 which lasted up to 2010 when the general elections took place and an elected one was formed.

UNDP experience: There was cooperation between UNDP and the appointed National Assembly in 2006 as part of the activities of the UNDP project "*Parliamentary and Political Parties Development in Sudan*" which was aimed at the transformation of the Parliamentary capacities on the federal and state levels to play a functional role in legislation and oversight.

Recently, UNDP consulted the National Assembly about support for Introductory Workshops to new members of the elected Parliament and the Legislative Assemblies. The NA Secretary General welcomed UNDP's initiative and stressed the National Assemblies' eagerness for future parliamentary capacity development with the support of UNDP. He particularly highlighted the following areas:

- Staff development
- Development of the Research Center
- IT Center for MPs
- Support to Standing Committees
- Bill drafting
- Budget Oversight
- Support to Standing Committees
- Bill drafting
- Budget Oversight

UNDP welcomed the recommendations and has incorporated them in the current project document.

3: State Legislative Councils

Leadership:

Title: State Legislative Council Speaker.

Responsibilities: The Speaker presides over sittings of the council, controls order and supervises the administrative affairs thereof, he represents the Legislative Council.

Nomination procedure: The Speaker is elected by the State Legislative Council.

Composition:

Membership/Staff, mode of selection/election, to whom they are accountable:

The State Legislative Council is composed of members elected in accordance with the State constitution and the law and as set forth by the National Elections Commission. The Legislative Assembly of each State is composed of the number of members specified in the Constitution of each State to be elected as follows:

- (a) Sixty percent of the members shall be elected to represent geographical constituencies at the level of the State concerned;
 - (b) Twenty five percent of women members shall be elected on the basis of proportional representation at the State level from separate and closed party lists; and
 - (c) Fifteen percent of the members shall be elected on the basis of proportional representation at the State level from separate and closed party lists
- The State Legislative Council appoints its committees and elects its officers and they are accountable to it.

Main Responsibilities and Objectives:

- Ensure legislation in all state affairs.
- Approve plans, programmes and policies at the state level.
- Approve the State Annual Budget.
- Oversee the performance of the State Executive.
- Adopt resolutions on matters of concern.
- Summon state ministers to present reports on Executive performance of the government generally or of a specified ministries or of a particular activity.

Legal Framework: The Interim National Constitution, the State Interim Constitution, the Electoral Law and the Comprehensive Peace Agreement.

Remarks:

History of the institution: The State Legislative Councils came into existence during the Nimeri Regime in the early 1980s. When the current government assumed power, they emerged again only in the mid 1990s as appointed bodies; became elected bodies after the 2010 general.

UNDP experience: There was cooperation between UNDP and the appointed State Assemblies in 2006 as part of the activities of the UNDP project "*Parliamentary and Political Parties Development in Sudan*" which aimed at the transformation of the Parliamentary capacities on the federal and state levels to play a functional role in legislation and oversight.

An introductory workshop for the new members of the Legislative Council of West Darfur was conducted in December 2010. All the members of the legislative council attended the workshop. Topics discussed ranged from the process of law drafting in the various legal regimes including those of Canada and Germany as well as some other countries. The Members strongly expressed the need for future cooperation with UNDP and capacity building activities for Members and staff of State Assemblies. Fiscal and budgetary arrangements between the central government and states were notable topics of great interest to the participants.

4: Political Parties Affairs Council

Leadership:

Chairperson:

Name: Hassan Abdin (Acting).

Responsibilities:

- a) To preside over meetings of the Council, maintain its order and represent it within Sudan and abroad;
- b) To supervise the Council's financial and administrative matters;
- c) To call extraordinary meetings of the Council;
- d) To sign rules/regulations and resolutions of the Council and correspond in its name;

Nomination procedure: The Chairperson is nominated by the President after consultation with the Presidency and the approval of the two – third majority of the National Assembly members.

Composition:

Membership/Staff, mode of selection/election to whom they are accountable:

The membership of the Council consists of a full- time chair and eight (8) part-time members nominated by the President of the Republic after consultation within the Presidency. The members of the Council are (or should be) persons known of their probity/uprightness, experience and with no political affiliations. The appointment was approved by a resolution adopted by two-third majority of the National Assembly members; The Council of the States is accountable to the President, Presidency and the National Assembly.

Main Responsibilities and Objectives: Register political parties, monitor activities and provide support to strengthen the process of democracy.

Legal Framework:

National Interim Constitution and the Political Parties Act of 2007 provide for the establishment and functions of the Political Parties Affairs Council.

Remarks:

History of the institution:

PPAC was established in November 2008 as a result of the adoption of the Political Parties Act of 2007.

UNDP experience: UNDP supported PPAC within the activities of “Support to Elections and Democratic Processes in Sudan” project. UNDP – supported PPAC activities include: Interparty Dialogue on Political Parties Act, Presentation of Political Parties Code of Conduct.

5: The National Audit Chamber

Leadership:

Auditor General:

Name: Eltahir Abdul Gaium Ibrahim

Responsibilities: The Auditor General presents an annual report to the President of the Republic and the National Assembly on the auditing results of the accounts of the National Executive, the National Legislature, the National Judiciary and the accounts of northern states, public institutions, corporations, companies and any other institutions.

Nomination procedure: The Auditor General is appointed by the President of the Republic, with the approval of two-thirds of the members of the National Assembly.

Composition:

Membership/Staff, mode of selection/election, to whom they are accountable:

The NAC staff at the leadership level are appointed by the President of the Republic based on the recommendation of the Auditor General. The rest of the staff, particularly staff at the entry level, are appointed by the Auditor General based on the recommendations of the Civil Service Recruitment Panel - a department within the Ministry of Labor responsible for recommending all new, entry level appointments in the Government Institutions. The National Audit Chamber is accountable to the President and the National Assembly.

Main Responsibilities and Objectives: The NAC audits the accounts of the Federal Government and its Units; audits the accounts of all State Governments and their Units and makes sure that there are internal control systems and determines their effectiveness as well as their weaknesses and how the different entities are implementing the systems.

Legal Framework:

The National Audit Chamber is governed by the Comprehensive Peace Agreement, Sudan Interim Constitution of 2005 and the National Audit Chamber Law of 2007.

Remarks:

History of the institution: The Chamber was established in 1920 by an administrative order as an Office under the Secretary General of the Sudan. In 1933, a law was issued according to which a separate department for audit, headed by an Auditor General was established. In 1970 the Auditor General Chamber Law was issued. In 1986, a new Law was issued. Some of the Articles of the 1986 Law were amended in 1990 and 1991 to match the developments at the time and to include Performance Audit. In 1998, a new Constitution of the Republic of Sudan was adopted and it covered the Audit Chamber. The General Audit Chamber Law was issued in 1999.

Following the signing of the Comprehensive Peace Agreement in 2005, and according to the rules of the Sudan Interim Constitution of 2005, the National Audit Chamber Law of 2007 was issued. The law stated the establishment of the National Audit Chamber (NAC) (to replace the General Audit Chamber) and outlined the powers, duties and responsibilities of the Chamber.

UNDP experience: Following a capacity assessment of the NAC, in relation to the responsibility to audit nationally implemented UNDP projects; a UNDP sub-project has been developed in consultation with the NAC. The outputs of this project will be: (1) Capacities of Auditors Enhanced (2) Institutional Support provided to the National Audit Chamber. Activities leading to these outputs are: Training of trainers to auditors in performance audit, Training of trainers to auditors in computer skills, Training of auditors in English Language, Provision of IT equipment. The trained auditors are expected to transfer the knowledge acquired to other members of the National Audit Chamber.

6: The Higher Council for Decentralized Governance

Leadership:**Chairperson:**

Name: Professor Al Amin Dafallah

Responsibilities:

- a) To preside over meetings of the Council, maintain its order and represent it within Sudan and abroad;
- b) To supervise the Council's financial and administrative matters;
- c) To sign rules/regulations and resolutions of the Council and correspond in its name;

Nomination procedure: The Chairperson is nominated by the President of the Republic.

Composition:

Membership/Staff, mode of selection/election, to whom they are accountable:

The membership of the Council consists of a full-time chair, a Reporter and 4 members (which haven't been nominated yet). The President, his two Deputies and all the States Governors are members in the Council. The Higher Council for Decentralized Governance is accountable to the President,

Main Responsibilities and Objectives: Coordination between the Federal Government and the States in relation to policies and procedures as well as to provide support to strengthen the process of federalism.

Legal Framework:

The National Interim Constitution and the Presidential Decree No. 22 for the year 2010

Remarks:**History of the institution:**

The Higher Council for Decentralized Governance was established in September 2010.

UNDP experience: The UNDP Local Government and Public Expenditure Management project contributed to the formation of the council, following a high level forum on fiscal decentralization in August 2009. Current support includes technical advice from a national consultant to coordinate consultative efforts between the Council, Ministry of International Coordination and the East region governments.