



In the Name of Allah  
The Republic of  
Sudan



National Audit Chamber

**Report on the State's Preparedness  
to Implement the Sustainable  
Development Goals 2015 -2030**



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## **First; Introduction:**

The SDGs are characterized by their breadth, covering to the overall politics and offering public services from health care to education and environment protection, in addition to institutional and governance aspects. It also includes the participation of different stakeholders. Countries around the world reached different stages in the adjustment process of their own national plans and development systems to the new goals. This will continue to develop as the cycle of the SDGs progresses over its 15-year framework.

At first, NAC will focus on the State Preparations to implement the SDGs, and then on the adequacy of the procedures for monitoring and evaluating the systems used to follow up the objectives of sustainable development, their results, and reporting. Through carrying out the financial audit, performance audit and compliance audit tasks, NAC will be able to evaluate the different aspects of public sector performance independently, as well as conducting an objective assessment on the level of key services delivery, and on the results of policies related to implementing the SDGs in the following years. This is how NAC will participate in building transparent, efficient and accountable institutions. (SDG No 16)

NAC commit to continue to lead by example regarding transparency and accountability in its activities and operations.

## **Second; Methodology:**

NAC will follow the INTOSAI methodology for auditing the implementation of the SDGs, which determined four broad approaches as follows;

1. To assess national governments preparedness to implement the SDGs, tracking the progress, monitoring its work and verify the reliability of the provided data.

2. Conduct a performance audit to assess the level of organization, efficiency, and effectiveness of key government programs that contribute to certain aspects of the SDGs.
3. Assessing and supporting SDG 16 which is about building institutions that work efficiently and transparently, and apply accountability.
4. SAI shall lead by example by being a model of transparency and accountability in its own operations including audit tasks and audit reports.

As the units subject to audit are in the phase of developing strategies and detailed plans to include the SDGs, this report will focus on the **State's preparedness**.

### **Third; Sustainable Development Goals:**

The document identified 17 goals and 169 targets, Sudan and 192 other countries signed it in September 2015. These goals are;

1. End poverty in all its forms everywhere.
2. End hunger and achieve food security and improved nutrition and promote Sustainable Agriculture.
3. Ensure healthy lives and promote well-being for all of all ages.
4. Ensure inclusive and quality education for all and promote lifelong learning.
5. Achieve gender equality and empower women and girls.
6. Ensure access to water and sanitation for all, and manage it sustainably.
7. Ensure access to affordable, reliable, sustainable and modern energy for all.
8. Promote inclusive and sustainable economic growth, employment and decent work for all.

9. Build resilient infrastructure, promote industrialization and foster innovation.
10. Reduce inequality within and among countries.
11. Make cities inclusive, resilient and sustainable.
12. Ensure sustainable consumption and production pattern.
13. Take urgent action to combat climate change and its impacts.
14. Conserve and sustainably use oceans, seas and marine resources.
15. Sustainably manage forests, combat desertification, halt and reverse land degradation and halt biodiversity loss.
16. Promote just, peaceful and inclusive societies.
17. Revitalize the global partnership to achieve sustainable development.

Sudan will implement these goals in three strategic plans 2017-2020, 2020-2025 and 2025-2030 according to its defined priorities, which focused on the unachieved millennium goals ended in 2015. Audit will focus on the implementation of these goals and report on it in the following years according to its implementation program;

Goal No (1) End poverty in all its forms everywhere.

Goal No (2) End hunger and achieve food security and improved nutrition and promote Sustainable Agriculture.

Goal No (3) Ensure healthy lives and promote well-being for all of all ages.

Goal No (4) Ensure inclusive and quality education for all and promote lifelong learning.

Goal No (5) Achieve gender equality and empower women and girls.

Goal No (6) Ensure access to water and sanitation for all and manage it sustainably.

**This, in addition to 3 of the SDGs 2030;**

Goal No (10) Reduce inequality within and among countries.

Goal No (16) Promote just, peaceful and inclusive societies.

Goal No (17) Revitalize the global partnership to achieve sustainable development.

**Forth; State Preparedness:**

At this stage, the audit adopted the first methodology – audit and assess the state preparedness to implement the SDGs – to assess through 7 elements;

**The first element: political commitment and believing that there is a national responsibility toward implementing the SDGs.**

The State national responsibility and political commitment started the day it signed the united nation agreement on SDGs 2030 in September 2015. A considerable portion of these goals (8 goals) were included in the state priorities and goals in the MDGs strategy which ended in 2015. The National Population Council reported on them in the years 2010 and 2015.

A national mechanism has also been formed on 7 April 2016 – 8 months from the agreement signature – according to Republican Decree No (117) headed by the first vice president of the republic to oversee the SDGs. It shall be based in the Ministry of Welfare and Social Security which serves as the Mechanism secretary. The membership of the mechanism consists of the following;

1. Minister of welfare and Social Security                      Vice

	President
2. Minister of Federal Governance chamber	Member
3. Minister of Foreign affairs	Member
4. Minister of Information	Member
5. Minister of Finance and Economic Planning	Member
6. Minister of International Cooperation	Member
7. State Minister at the Presidency of the Republic	Member
8. State Minister at the Ministry of the Council of Minister	Member
9. Undersecretary of the Ministry of Education	Member
10. State Minister at the Ministry of Welfare and Social Security	Member
11. Undersecretary of the Ministry of Health	Member
12. Undersecretary of the Ministry of Environment, Natural resources and Urban Development	Member
13. Head of the Public Revenues Control Commission	Member
14. Director General of the Central Bureau of Statistics	Member

### **Terms of Reference and functions of the Mechanism;**

1. To follow up the implementation of the SD National Program.
2. To ensure the SDGs integration in the State five-year plans, and Ministries and Development Projects sectors' plans at Ministries level.
3. To supervise the SDGs settlement at all government levels.
4. To oversee the provision of reliable data which is necessary to measure the progress in the SD National Program.
5. To mobilize resources and awareness of the National Sustainable Development Program.

6. To provide funding for the National Sustainable Development Program.

**The second element; to raise awareness about the SDGs, encourage dialogue and engaging various stakeholders:**

According to Ministers Council Decision No (117) for the year 2016 paragraph (4) under which the National Population Council was mandated as a national centering point for the National Sustainable Development Program, and was assigned to do the following tasks;

1. To coordinate with all partners to prepare the National Sustainable Development Program.
2. To settle sustainable development goals and indicators.
3. Building capacity of partners from official and non-official institutions, states and civil society organizations.
4. To follow up the implementation of the SDGs.
5. To prepare the national and international reports.
6. To raise awareness about development goals.

This, in addition to its main duties and jurisdictions, stipulated in the Council Act for the year 2008.

**For this purpose, the Council has defined and enlightened the SDGs through various means, including:**

1. Secretary-General of the National Population Council, United Nations Coordinator for Humanitarian Aid Ms. Martha and deputy Secretary-General in charge of development file broadcasted 7 episodes via the Blue Nile and Elshoroque channels.
2. Several programs intended to raise awareness about the SDGs were implemented by Promedia Company under a contract at a cost of 280 thousand S.P in 2016.
3. Consultations and workshops were held with some Ministries -Education, Health, Environment, Agriculture and Social



Security- to disseminate the enlightenment on the states level.

4. Visits were conducted to White Nile, Aljazeera, Blue Nile, Sinnar, Kasala, Elgadarif, Red sea, North and South Kodrofan and West Darfur states for enlightenment and consultation on how to incorporate the SDGs into state plans.
5. Contacts and consultations were held with civil society organizations, which resulted in the formation of the National Civil Society Forum for the SDGs. Some research centers, women, and youth sectors have also been contacted about the SDGs.
6. Consultations were held in December 2016 with some development partners among them the UN Agency, participating with UNDP and WFP in preparing and developing the United Nation Development Assistance Framework and participating in preparing the Zero Hunger Strategy.
7. A number of SDGs campaigns have been carried out during September 2017 with youth participation at Khartoum seven localities level.
8. A set of handbooks and tools have been printed with the 17 SDGs on it as a mean to communicate the idea and raise the awareness. According to Deputy Secretary-General, raising awareness about the SDGs will continue.

**The third element: The distribution of responsibilities at government agencies and other concerned parties level, allocation of appropriate financial resources and setting the accountability procedures.**

**First: The allocation of responsibilities to government agencies and concerned parties.**

#### **a) National Mechanism to oversee the SDGs.**

A National Mechanism was formed under Republican Decree No 117 for the year 2016 to oversee the SDGs. It shall be headed by Vice President of the republic, and a number of Ministers and Under-Secretaries of Ministries as members according to the duties and jurisdictions stipulated in the Republican Decree. This is mentioned in the First Element of this report.

However, according to the Minister of Welfare and Social Security statement in his meeting with the audit team on 1/10/2017 “a decision is expected on the chairmanship of the mechanism and its attribution to the Council of Ministers based on the National Accord Government (NAG) recommendations about segregation of duties and jurisdictions”.

### **The Mechanism Most Important Achievements since its Formation in April 2016:**

Four meetings were held. The first meeting discussed the SDGs introduction. The second meeting discussed the National Sustainable Development Program 2016 - 2030, the mechanism plans to oversee the SDGs and assigned the National Population Council to be the Mechanism Rapporteur. This, in addition to the recommendation, to form a Committee for Sustainable Development in the National Council. The third meeting was exceptional, it included Minister of Finance, Minister of Agriculture, Minister of Welfare and Social Security, the National Population Council and the National Council for strategic planning. It discussed the poverty issue and its relevant surveys which are aligned with the SDGs. The fourth meeting addressed the statistical data and recommended to develop an SDGs information system.

### **Audit Observations:**

1. The Mechanism does not have a clear working program bounded with timetables.

2. The Mechanism performance was very weak during the period from April 2016 to October 2017. (19 Months) the result was only (4) meetings.
3. Chairman of the Mechanism did not issue a decision to form a National Mechanisms on states level to oversee the SDGs.
4. The Mechanism did not oversee the update of the indicators and baselines which still depending on the data contained in the MDGs report ended in 2015 and 2014 dual survey results.
5. Indicators are incomplete at the operational units' level. For example, Ministry of Education did not issue its statistical book on education indicators for the periods 2013-2014, 2014-2015, 2015-2016, and 2016-2017.

### **b) Nation Population Council**

Based on the Republican Decree No 117 for the year 2016 paragraph 4, and Ministers Council decision No 115 for the year 2016 paragraph 2, the National Population Council has been assigned as fulcrum for the implementation of the SDGs, the National Mechanism Rapporteur, and is responsible for the following duties;

1. Coordination with all parties and partners to prepare the Sustainable Development National Program.
2. To settle sustainable development goals and indicators.
3. Building capacity of partners from official and non-official institutions, states, and civil society organizations.
4. To follow up the implementation of the SDGs.
5. To prepare the national and international reports.

### **The Council Most Important Achievements**

The Council implemented many of its duties as pointed out in element (2) of this report. This, in addition to the formation of a

Special National Team, consisting of 47 members to assist in developing a plan for the implementation of the SDGs, participate in preparing the national periodic report, and building states' capacities. This was under administrative decision No 13 on 2/11/2016 issued by Secretary General of the National Population Council.

### **Audit Observations:**

1. Sustainable Development Indicators have not been updated, moreover, they are still dependent on 2014 mixed survey indicators and the data contained in 2015 MDGs report.
2. There are no action plans bounded by timetables, or special programs for the role of the Council in implementing the SDGs as stipulated in Republican Decree No 117, especially with regard to the aspects of awareness and introducing the SDGs.

c) The SDGs Inclusion in the State Strategy (National Strategic Planning Council)

The SDGs defined in the UN Agreement - which was 17 Goals and 169 Tasks - were included in the third strategy 2017 - 2020 on both federal and state levels. The audit matched these strategic goals by subordination to the executive sectors.

### **d) Fellow-Up and Accountability procedures:**

The SDGs have been distributed to sectors and operational units as appropriate, and the National Population Council is following up the implementation through a Form developed for the unit periodic report every 6 Months to measure the progress. This in addition to the experts' role at every operational unit level. **e)**

### **Budgets:**

The audit team held a meeting with the Federal Ministry of Finance Under Secretary of planning on 12/10/2017 about the Ministry preparedness to finance the SDGs on the local component and foreign partnerships, where he reported that the SDGs has been financed within the five-years plan projects 2015-2019, and they do not have projects under Sustainable Development name at a separate cost whether on the local component or the foreign partnership.

#### **f) Central Bureau of Statistics (CBS)**

Under Central Bureau of Statistics Act (according to article A/9 of the Republican Decree for the year 2015, Ministry of Ministers Council jurisdictions) among Central Bureau of Statistics duties is to conduct national censuses, qualitative surveys, and manage statistical databases and make it available to various governmental agencies.

According to CBS goals and duties published in its website <http://cbs.gov.sd> Paragraph 3 which stipulates to **Participate in preparing statistical systems to be followed in the implementation of economic and social plans statistically at the micro and macro level and preparing the information at the implementation level**, Paragraph 5 which provided **the setting of the rules and the general technical directives which helps government agencies and other economic sectors in establishing statistical units to raise the employees' efficiency** and Paragraph 6 which stipulate **to collect the current statistical data from all resources and using it appropriately in the different social activities, prepare it, analyze it and publish it. Prepare and settle estimation about developing the different statistical indicators.**

Through meeting with CBS Coordinator on 16/10/2017 the audit observed the following:

1. The bureau did not update the SDGs indicators and baselines, instead, it still depends on 2008 census data, 2014 Multiple Indicator Cluster Survey and the Poor Families' Budget Survey for the year 2014.
2. The bureau did not publish statistical booklets for the years 2014 - 2015 - 2016, and they reported that they were under printing.
3. There are 238 measurement indicators. These indicators classified statistically into three categories;
  - a) Category 1: has a methodology and calculated data such as education, health, poverty, and mortality.
  - b) Category 2: has a cognitive methodology in terms of calculation, but does not have data sources such as drugs, violence against women and accidents and physical violence deaths.
  - c) Category 3: does not have a cognitive methodology or data sources.

The Bureau adopted 2012 - 2016 strategy to develop the statistical system in partnership with the UNDP Fund. One of its main objectives is to establish statistical units in all Governmental Sectors and Ministries, produce and use statistical data.

The audit discovered - through the meeting - that there are only 7 units established in the Sectors. This strategy was assessed by Africa Development Bank at the end of 2016, and one of its main recommendations is to re-cycle the strategy and increase coordination with statistical units.

### **The Fourth Element: Preparing the Detailed Plans to Implement the SDGs.**

To ensure the Preparation of the detailed plans to implement the SDGs, the audit team reviewed the Sectoral Plans of some Ministries among which;

1. Ministry of Social Welfare.

2. Ministry of Education.
3. Ministry of Environment, Natural Resources, and Urban Planning.
4. Ministry of Agriculture.

The audit discerns that the goals have been translated into projects and included in the annual operational plans. Furthermore, some Ministries - such as Ministry of Welfare and Social Security - conducted studies and identified the projects that need external funding. The audit recommends circulating this model to all Ministries and executive units for guidance. However, these plans and projects are not finished yet and executive units are still working at the cost of each project.

### **The Fifth Element: Designing and Setting Measurement Systems to Monitor the Implementation of the SDGs**

According to the Development File Officer of the National Population Council statement "there is no designed system for monitoring yet because the indicators issue is not resolved with the CBS.

### **The Sixth Element: Setting Baselines to Indicate the Situation of the various Indicators -Against Which Progress will be Judged- at the Beginning of the Implementation Process.**

The audit team held a meeting with the National Population Council Secretary General and Development File Official. They reported that (at this phase the council is depending on the baselines contained in 2015 MDGs report and 2014 dual survey results. Data has not been updated until the date of writing this report.

240 indicators were submitted but some goals still do not have its own measurement indicators such as drugs, corruption, air pollution, violence against women, adolescent health (teenagers) and illegal pregnancy.

The Seventh Element: Setting Monitoring and Completion Report Procedures Related to the SDGs in Partnership with All Stakeholders.

According to the National Population Council Secretary-General statement, a draft concerning control and follow-up procedures and setting rules and accountability has been submitted to the Ministers Council and Parliament for approval.



## **Fifth; Results**

1. Delay in the SDGs implementation regarding the date of signing the agreement on September 2015 (25) which negatively affect the implementation of the goals during the specific agreement period.
2. Delay in forming the National Mechanism which oversees the implementation of the SDGs. It was formed in April 2016, (8) Months after the agreement signed.
3. The National Mechanism and the National Population Council do not have clear written programs bounded by timetables to implement the duties and jurisdictions stipulated in the Republican Decree No 117 for the year 2016. The National Mechanism held only 4 brainstorming meetings within 19 Months from its formation.
4. A National Mechanism on states level to oversee the SDGs implementation has not been formed yet.
5. The SDGs indicators and baselines have not been updated. They were still dependent on 2008 census data, the cluster survey for limited purposes and the 2014 poor families survey, because the CBS did not publish the statistical booklets for the years 2014, 2015 and 2016.
6. There is a severe data shortage in some of the CBS goals' indicators. There are no data sources for some goals, despite the existence of a methodology for their calculation, such as drugs, corruption, violence against women and traffic accidents deaths. And there are some which do not have a methodology or data sources.
7. Financing; According to the Ministry's planning Under-Secretary statement in his meeting with the audit team on 10/10/2017 " Federal Ministry of Finance does not have a special arrangement to finance the implementation of the SDGs, where they have been financed within the development program included in the State five-years plan

2015-2019, and the Ministry did not receive any Sustainable Development Projects with implementation costs in a separate way, whether on the local component or foreign partnership.

## **Sixth: Recommendations**

1. Activate the Mechanism and all operational units role to do its part towards the SDGs implementation, and making progress according to the time limits specified in the Agreement.
2. The National Mechanism has to oversee the SDGs implementation, and the National Population Council has to make clear plans and working programs to oversee the SDGs implementation.
3. National Mechanism Chairman shall issue a decision to form National Mechanisms on states level to oversee the implementation of the SDGs.
4. Provide and update the SDGs' indicators through the Mechanism role in this regard, in collaboration with Ministries, Executive Sectors, and the CBS which is primarily responsible for producing this data.
5. To develop the CBS so that it meets all the required data at the right time.

