

**National Council for Strategic  
Planning**

**The Five-Year Plan  
(2007-2011)**

**Situation Analysis, challenges, Key Result Areas and Strategic Objectives, Cross-Cutting Issues, Sector Priorities and Strategies and Plan Implementation.**

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# 1 Introduction

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## 1.1 A plan for targeting and co-ordinating our efforts

1.1.1 This National Strategic Plan for Sudan – the first since the signing of the Comprehensive Peace Agreement (CPA) – provides a framework for focusing and co-ordinating the Nation’s peace and development efforts over the next five years. The Plan, which fully incorporates – and, indeed, goes beyond – the commitments set out in the Joint Assessment Mission (JAM) reports, has been prepared by the National Council for Strategic Planning (NCSP), with the participation of hundreds of people throughout the country, representing all groups in Sudanese society.

1.1.2 The National Strategic Plan will set the Sudan firmly on course to achieve its 25 year vision: Building of a United, Safe, Peaceful and Developed Sudanese Nation. The plan is founded on fundamental Sudanese values, including the following:

- Justice is the basis of good governance, which is sought by all Sudanese people;
- Freedom is granted by God: all people are born free, and shall not be oppressed, or be subject to servility. This fundamental right is sought by the people of Sudan, and must be realised in all aspects of life, in accordance with the Rule of Law;
- *Shura* (Consultation) and democracy are basic principles in governance on which the State and community are based;
- Unity is achieved through national peaceful co-existence which respects diversity, and recognises that it is a source of strength;
- All citizens have the right to a decent and honourable life, to basic human needs and to receive recognition of their legitimate aspirations;
- Dignity and honour are the pillars of strength of the State and Sudanese society;
- Democratic, political and social participation are rights and duties for all Sudanese citizens.

### Vision and Mission for the Strategic Plan

The National Strategic Plan has the following Vision:

**A unified, secure and peaceful Sudan based on the principle of pluralism, a democratic multi-party system, equitable distribution of wealth and the Rule of Law. A Sudan where cultural and social diversity is a source of strength, stability is founded on national cohesion and partnership for sustainable development, supported by balanced relations with the international community that serve mutual interests.**

The Plan will achieve this vision through **implementation of targeted and coordinated policies**, together with monitoring and evaluation of performance that will:

Key result area 1: Promote **sustainable economic development** by encouraging a competitive private sector, supporting key infrastructure and agriculture projects and building a knowledge-based economy;

Key result area 2: Sustain **peace and stability** through continued implementation of the CPA, Darfur Peace Agreement (DPA) and East Sudan Peace Agreement (ESPA), whilst safeguarding national sovereignty and security, continuing to build consensus and reconciliation, and maintaining good relations with the international community based on mutual interests;

Key result area 3: **Reduce poverty** and make progress towards achieving the Millennium Development Goals (MDGs) by expanding provision of basic services in health, education, water and sanitation, with a particular emphasis on quick impact projects for returnees and war affected groups;

Key result area 4: Strengthen public accountability, **Good Governance** and the **Rule of Law**;

Key result area 5: **Build capacity of public institutions and civil society** at State and Local levels and strengthen the social fabric of the Nation.

1.1.3 Successful implementation of the plan will involve a National Partnership based on shared aspirations and objectives. It will also require active support from the international community.

1.1.4 A number of challenges will need to be overcome, including:

- Maintaining, whilst seeking progress, the distinctive Sudanese identity with its fundamental spiritual dimension;
- Achieving comprehensive peace and national unity, and ensuring that this leads to political and social stability, based on religious and political freedom, economic and social development and sharing of power and wealth;
- Achieving harmony between economic freedom and social justice;
- Consolidating the pillars of the federal state and decentralised government, which reconcile national unity with administrative independence.

The plan sets out Sudan's strategies for dealing with these challenges, as well as specific objectives, policies and strategies in each of the five key result areas.

## 1.2 Overview of the plan

1.2.1 Development of the plan has involved a number of interconnected activities, including:

- Development of detailed five-year strategic plans, component projects and budgets, by each Federal Ministry and State<sup>1</sup>, and in consultation with the Government of Southern Sudan;
- Development of sector plans by a number of Sector Committees and Sub-Committees, which involved representatives from a wide range of stakeholders in the following sectors:
  - Economic and Private Sector;
  - Political Sector;
  - Defence and Security Sector;
  - Social Sector;
  - Information and Communications Sector;
  - The Traditional Sector.
- Preparation of resource estimates for implementing the plan;
- Development of a framework and processes for implementing the plan, aligning it to the Government budgeting process, and monitoring and evaluating its performance and impact;
- Consolidation of the Ministry, State and Sector plans and other components into an overarching strategic plan for the country as a whole.

1.2.2 The plan consists of three Volumes:

- Volume 1: overview, strategic focus and supporting analysis, key result areas and strategic objectives, main cross-cutting and sectoral strategies, implementation process and overall resource requirements, high-level monitoring framework;
- Volume 2: detailed sectoral plans, projects, cost estimates, monitoring and evaluation frameworks;
- Volume 3: individual Ministry and State plans, cost estimates, monitoring and evaluation frameworks.

## 1.3 For further information

1.3.1 Requests for further information about the plan, press and other enquiries, should be directed in the first instance to the Secretary-General of the National Council for Strategic planning.

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<sup>1</sup> In the North of Sudan. A list of all Ministries and States that have produced detailed strategic plans are included in Appendix 1.

## 2 Situation analysis and challenges

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### Analyzing the Present situation

This chapter analyses the present situation concerning the points of strength and the points of weakness, the opportunities and threats and the key challenges with the aim of reinforcing strengths, managing potential threats and tapping opportunities.

### **The Analytical Introduction to the Present Situation and Linking it to the Five Year Plan**

#### **The political situation:**

1. The complex political situation in the Middle East and Africa, and the escalation of international conflict over interests placed the Sudan with its vast area, its location in the heart of the African continent and the strength of its influence on the neighbouring states in addition to its huge natural resources, in the midst of the international conflict of interests.
2. The long wars and national disputes which the Sudan witnessed caused big social and economic deformities the most important of which are seen in the huge destruction of infrastructure and the great numbers of refugees and displaced persons.
3. The bias of some of the international institutions and organizations against the Sudan and the continuous foreign pressures to which the Sudan has been subjected in spite of the Sudanese diplomatic efforts to contain many of these pressures.
4. These challenges led to the emergence of a clear vision that facing future challenges depends mainly on the internal strategic arrangements which result in an internal national partnership based on justice, equality, fundamental freedoms and achieving balanced development, besides achieving and managing equitable international partnership with the international community.
5. On this background, the state entered into national dialogues with the different political factions. These dialogues ended by signing a number of important agreements: Khartoum Agreement 1997, Naivasha 2005, Cairo 2006, Abuja 2006, The East 2006. By concluding this national dialogue, the country went a long way in establishing the required political situation to face future challenges and to conduct dialogue (a rational) on future mutual national and international interests. The five year plan and laid the basis for country's strategic course in these respects.
6. Signing the peace agreements created a suitable environment for political stability and the best way to exploit resources to achieve sustainable social and economic development.
7. The values incorporated in the agreements concluded with the national factions formed an important base for building internal national partnerships and consolidating the political stability leading to unity of purpose.
8. The application of the decentralized system which divided the country into 25 states, giving wide authorities to the state government bodies, the emergence a new level of the government of the south to which the ten states of the south belong.
9. Consolidating the authority of state rule which gave the government of the south the right to issue a special constitution to the South of Sudan. Also it became the right of all states to issue a special constitution for each one of them in the frame of the national Interim Constitution.

10. Completion of legal and institutional build up of the states, and the issue of constitutions in each one of them.
11. Formation of the commissions according to the CPA.
12. The beginning of the voluntary return of displaced persons.

In the light of these developments, the Five-Year-Plan is prepared to form a social base to achieving the nation's aspirations. The objective of the plan is therefore to support this through spreading the culture of peace, social integration, making the values and freedoms a reality, filling the gaps in the different services, attempting to achieve balanced development, practicing transparency, justice and the rule of law, in addition to increasing the participation of the society in achieving development and widening the political participation through the peaceful transfer of power, in order to build a strong national front to achieve political stability required for development.

### **The Economic Conditions:**

- 1 The Sudan is characterized by its huge natural resources which qualify it to become an international economic power. The diversity of its resources and its distribution in the different realms, may, in the case of the presence of sound strategic planning, reshape its political and demographic map and achieve equitable distribution of wealth.
- 2 Economic globalization and the inception of the World Trade Organization created a new reality which is the need to achieve competitiveness and the need for sound economic planning from an international perspective which takes into consideration the internal potential opportunities, risks and the changing world scene.
- 3 The natural resources of the Sudan offer it wide opportunities in the world markets, the most important of which is closing the gap in the world and Arab food and petroleum. At the same time they represent a pretext to make the country face the conflicts of international interests.
- 4 The economic pressures, the sanctions, blocking the access of the Sudan to the trade and financial institutions and development.
- 5 Depletion of the water resources in the region, and the absence of multilateral agreements regulating the rights of the Nile Basin countries.
- 6 The states endeavour to formulate a balanced foreign policy based on mutual interests and international partnerships which provide financing, technology and strategic shares in the world markets.
- 7 The economic stability manifested in the reduction of inflation and in the increase in the rate of growth.
- 8 The development in creating an attractive environment which made the Sudan occupy the second place among the Arab countries in receiving foreign investment.
- 9 Petroleum production and its overall impact on the internal conditions.
- 10 Steps taken in building infrastructure. These are represented in the national highways, airports, river transport, Meroe Dam, electricity generation and drinking water projects.
- 11 Preparing the Five-Year-Plan by the states as a good example of devolution of power as a very important turning point and a practical step towards achieving balanced development and equitable distribution of wealth.
- 12 The deterioration in the plant cover is a threat to the strategic interests through its impact on the overall rain fall and consequently the ability to exploit agricultural potential.

Hence, the Five Year Plan aims at preserving the achieved economic gains; achieving balanced development; paving the way to enter the world markets



through endeavouring to achieve international competitive capabilities of national products; creating an attractive investment climate; reducing poverty according to the rates defined by the third millennium goals; enabling the private sector to take the lead and developing resources and preserving the environment.

### **The Social Conditions:**

- 1 The Sudan is characterized by social and cultural heritage which is manifested in its cultural and ethnical diversities formed on a background of Arab and African cultures and an ancient history which contributed to formulating the Sudanese distinguished character.
- 2 In spite of what the wars in the neighbouring countries and the long national conflicts caused in the social fabric and the incidence of poverty and large numbers of the people becoming refugees or displaced, the Sudan, from an international perspective, is still characterized by social cohesion not found in many other societies.

The Five-Year-Plan responded to this situation through crystallizing objectives and policies aiming at the gradual departure from poverty, consolidating peaceful coexistence and social integration, respect of cultures and religions besides consolidating and strengthening the role of the civil society in achieving development and care for women and children.

### **The Scientific and Technological Conditions:**

**It is a common scientific fact that achieving significant progress cannot be accomplished without scientific and technological support. This is shown in the following:**

- 1 Formalizing a policy that supports and encourages scientific research and the spread of technology.
- 2 Establishing the National Centre for Information at the headquarters of the Council of Ministries, and centres at the level of the central ministries and the states are being established
- 3 Considering information as an independent sector in the sectors of the strategic planning.
- 4 Spreading research centres.
- 5 Allocating a ministry for science and technology.
- 6 Carrying out various programmes for eradication of technological illiteracy.
- 7 Realizing important stages in establishing data bases and building information communication networks, and building capabilities in the field of information technology towards the electronic government in the future.
- 8 The spread of communication networks in all parts of the Sudan to achieve important stages in using technology.

Despite the huge effort made in the spread of technology and encouraging scientific research, the gap between what has been achieved and what is required is still great. The objectives and policies in the Five-Year-Plan expressed these challenges and set clear objectives to lessen the digital gap and to pave the way to enter the electronic government and the digital connection with the world, besides encouraging scientific research and endeavoring to establish a partnership between the scientific authority and the political authority.

## **2.1 Strengths, Weaknesses, Opportunities and Threats:**

1. A balanced foreign policy, based on openness, mutual respect and exchange of interests in bilateral and multi-lateral relations.
2. Increasing empowerment of women in Sudanese society, both in public and private spheres of life.
3. Increasing economic participation by women.
4. Increased access to information in accordance with laws governing freedom of the press and other publications.
5. National concord on the constitutional, legislative and legal requirements of political stability.
6. Ministries and institutions have their own visions and missions, as well as clear objectives.
7. Delegated authority at all levels of Government.
8. Local and national support for the federal governance system.
9. Growing economy and strengthening of the investment environment.
10. Abundance of natural resources coupled with an advantageous geographic location.
11. Expansion of power and Information and Communications Technology (ICTs) infrastructure.
12. Established and functioning free-market based economy.
13. Expansion of development projects, particularly small projects.
14. Reduction in mortality rates of women and infants during childbirth, together with reduced rates of disease.
15. Expansion in the provision of primary health care, childhood and maternity health care, and programmes for controlling the spread of endemic diseases and HIV/AIDS.
16. A culturally diverse society.
17. Expansion of training, community development and technical education centres.
18. Geographical distribution of university colleges throughout the country enhances access to higher education.
19. A positive contribution from the private sector and civil society organisations towards the provision of social services.
20. The existence of a system of measurement, evaluation and periodic auditing of performance.
21. The existence of a distinguished cadre of national scientific experts both within and outside of the country.
22. The increasing use of ICTs in all segments of the economy, and in the measurement and evaluation of performance.
23. Adoption of a strategy for the development of the ICTs sector.

## **2.2 Weaknesses**

1. Poor communication of Government decisions and lack of an evidence-based policy and decision making within the Government.
2. Potential absence of political commitment to implement plans.
3. Weak performance monitoring systems.
4. Lack of civil service institutional capacity, coupled with out-of-date administrative processes and systems.
5. Inadequate grass-roots consultation and participation in political and governance processes.
6. Lack of administrative capacity at the State level.
7. Excessive and un-necessarily complex government taxes and fees for various transactions and services.
8. Lack or absence of data to formulate, monitor and evaluate policies and their impact.
9. Unnecessarily complex administrative processes and procedures.
10. Difficulty in obtaining and high costs of investment financing.
11. Depreciation of productive assets and absence of a strategy for asset replacement or renewal.
12. High production costs across sectors.
13. Limited application of modern technologies across economic sectors.
14. Over-regulation and strict interpretation of legislation governing economic activity, with the latter having an adverse impact on productivity.
15. Inadequate transport and ICTs infrastructure, particularly taking account of the vast size of the country.
16. Relatively limited application of science and technological research in the economy.
17. Financial and administrative constraints that have impeded publication and translation of laws and other documents in English.
18. Inadequate education in both Arabic and English.
19. Deterioration in public service levels in war-stricken areas.
20. Scarcity of potable drinking water in many parts of the country.
21. Scarcity of employment opportunities in many parts of the country.
22. Inadequate real wage levels.
23. Lack of policies requiring measurement and auditing.

## **2.3 Opportunities**

1. Opportunity to strengthen food security with Arab and international support.
2. Enormous natural resources and commensurate potential to generate development revenue.
3. Relatively low costs of ICTs in Sudan.

## **2.4 Threats**

1. Negative consequences of the political situation in the Middle East and Africa, and in neighbouring countries, in particular.
2. Continued tension with international community regarding Sudanese and regional issues, which may impact the country.
3. Economic pressure, embargoes and sanctions.
4. Absence of a national consensus on a common vision related to major national issues and interests.
5. Absence of security and political stability in parts of the country.
6. Weakness in democratic practices – voter registration, elections, etc.
7. Presence of local communities' tensions owing to the dominance of tribal allegiances over national interests. This can impact on resource and power allocation at the local level.
8. Inadequate performance of ICTs in their performance monitoring role.
9. Inadequate geographic coverage by courts and other justice institutions.
10. Failure to observe proper rules and procedures governing the use of authority at different levels of government.
11. Loss of traditional export markets.
12. Inadequate training and career development frameworks for many categories of professional staff, coupled with a lack of external training opportunities.
13. Deforestation and desertification in parts of the country.
14. Weaknesses in professional standards in some employment categories.
15. High rates of illiteracy.
16. Presence of large numbers of refugees and Internally Displaced Persons (IDPs) as a result of conflict.

## **2.5 Challenges**

1. Implementation of the constitutional and administrative structures of the federal system of governance, and establishment of effective institutions required within it. This is coupled with the need to ensure implementation of the Interim National Constitution (INC), as provided for under the CPA, strengthening the presidency and developing the legislative and monitoring roles of parliament.
2. Maintenance of national unity and enhancing its sovereignty.
3. Developing and achieving comprehensive security throughout the country.
4. Achievement of balanced economic development and increasing rates of economic growth.
5. Enhancing trust and national loyalty in order to maintain peace.
6. Dissemination of a culture of peace which encourages dialogue and freedom of expression.
7. Application of justice values and equality before the law by strengthening the justice system and its mechanisms that uphold and protect human rights, in accordance with National and International Charters.

8. Ensuring a positive response to globalisation trends within the international economy and the World Trade system, on the basis of cooperation and mutual interests, and within a framework of commitment to international laws and treaties.
9. Application of external policy and diplomacy to serve the national interest, and to execute strategic and investment plans.
10. Effective participation in regional and international economic and financial coalitions, encouraging foreign investment and strategic partnership to enhance the climate and environment for investing.

## 3 Key results areas and strategic objectives

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### 3.1 Introduction

3.1.1 The Strategic Plan focuses on five key results areas. These take account of the requirements of the CPA, the INC and also reflect the priorities set out in the JAM reports. They are also fully consistent with Ministry, State and sector plans set out in Volumes 2 and 3, as well as the priorities that have been highlighted by the Presidency.

### 3.2 Strategic objectives

**3.2.1 Key result area 1: Promote sustainable economic development by encouraging a competitive private sector, supporting key infrastructure and agriculture projects and building a knowledge-based economy.**

Strategic Objectives:

1. Improve investment climate through developing infrastructure projects, especially electricity, road, rail and river transport links to all parts of the country; Complete major irrigation projects, namely Al Rusairis Dam, Sitait Dam for effective utilisation of rain-water for agricultural projects;
2. Enhance direct investment for the benefit of under-developed States so that the private sector can play its part in realising the 5 year plan's goals;
3. Upgrade production and productivity with improved production and management processes in the agricultural and industrial sectors to international standards, and at least double non-petroleum exports;
4. Align vocational training and education outputs to labour market needs to increase employment opportunities through capacity development of supply-side institutions;
5. Double efforts in scientific research and focus higher education priorities on the needs of the economy.

**3.2.2 Key result area 2: Sustain peace and stability through the continued implementation of the CPA, DPA and ESPA, whilst safeguarding national sovereignty and security, continuing to build consensus and reconciliation, and maintaining good relations with the international community based on mutual interest.**

Strategic objectives:

1. Complete implementation of the CPA, DPA and ESPA in terms of the constitutional, legal and administrative structures stipulated therein; Coordinate sustainability of the peace agreements by Federal Government institutions through dissemination of information to encourage a culture of peace, coexistence and voluntary unity as the basis of stability;
2. Enhance national consensus and reconciliation through dialogue as opposed to dispute, and through a strategic vision which inspires unification of the national will, affirmation of the pillars of political partnership and political stability, making evident the benefits of democracy, and encouraging cultural and sporting achievement;
3. Utilise Sudanese diplomacy to promote and serve the national interest, to support the implementation of the strategic plans, to attract investment, and to encourage economic partnerships for the sustainability of growth and development;
4. Enhance defence and security capacity to secure sustainable peace, safety and security to protect the homeland in terms of people, land, borders and natural resources.

**3.2.3 Key result area 3: Reduce poverty and make progress towards achieving the MDGs by expanding provision of basic services in health, education, water and sanitation, with a particular emphasis on quick impact projects for returnees and war affected groups.**

Strategic objectives:

1. Broaden the safety net of social security and insurance;
2. Ensure balanced sustainable development at State and local levels through equitable resource allocation and service delivery in the areas of education, health, housing, water and sanitation to ensure progress towards achievement of the MDGs;
3. Focus specific projects towards poverty alleviation through community development projects to ensure a fair balance between urban and rural areas, and develop quick start and impact projects in this field;
4. Emphasise quick start and impact projects specifically to facilitate reintegration of returnees and support for war-affected groups;
5. Develop regional and local administrative capacity for the planning, and management of programmes and projects (incorporated in States' Plans) to support this national strategic plan, and develop the private sector locally to play its part in this.

### **3.2.4 Key result area 4: Strengthen public accountability, Good Governance and the Rule of Law.**

Strategic objectives:

1. Improve the efficiency, competence, transparency and accountability of government administration through reform of the civil service - focussing on the decision making and administrative processes, capabilities and competencies for elaboration, preparation and implementation of policies, and on the skills needed for management and implementation of programmes and projects;
2. Align public administration reform (PAR) and public financial management (PFM) to ensure credibility of a results oriented budget and the optimization of government structures and functions for continuous improvement in standards of service delivery;
3. Confirm the public right of access to information;
4. Modernise and develop the justice system to secure its integrity and independence, the efficiency of its procedures, and the development of its professional abilities;
5. Confirm the law to protect human rights;
6. Develop good governance through civil service reform and modernisation at States and local government levels to ensure the strengthening of capacity to implement their medium-term strategic and annual operational plans.

### **3.2.5 Key result area 5: Build capacity of public institutions and civil society at State and local levels and strengthen the social fabric of the Nation.**

Strategic objectives:

1. Develop political awareness and disseminate the benefits of the work ethic and respect for the value of time;
2. Strengthen civil society to enable it to play its part in influencing government, the direction and growth of the economy, and the effective implementation of strategic plans at regional and local levels;
3. Strengthen good governance through developing capacities for the practice of democracy, the supremacy of the Rule of Law and due legal process, respect for human rights, and the reinforcement of the principle of accountability at the three levels of governance;
4. Build institutional and organisational capacity of government employees – particularly for the leadership and management of the administration at the Federal, State and local levels.



## 4 Cross-cutting issues and strategies

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### 4.1 Working to secure peace and unity, and strengthening the social fabric

4.1.1 The CPA (and the DPA and ESPA) officially brought to an end a long period during which there was enormous loss of life and considerable depletion of the country's resources. The above agreements aim to bring peace which in turn will support the development of a culture of voluntary unity, but this peace will entail hard work if it is to be the vehicle for political stability and sustainable social and economic development.

4.1.2 It can be made possible – indeed it can be made an attractive option, through:

- The establishment and development of good governance based on justice, democracy, respect for basic human rights, mutual understanding, tolerance, and the acceptance of diversity in all areas of life;
- Building strong, efficient, and effective defence and security forces fit to take responsibility for the nation's security, with professional standards and practices consistent with the requirements of social and economic development;
- Adoption of a balanced foreign policy to further the cause of peace and stability, and which takes account of Sudanese interests together with the mutual legitimate interests of other countries both regionally and internationally;
- Affirmation of the principles of peaceful co-existence and religious tolerance which, when developed with the support of traditional organisations, groups, tribes, and traditions such as the *Judia*, can help to rebuild the social fabric, and thus meaningful reconciliation;
- Dissemination of the concept of a 'culture of peace', and facilitation of voluntary repatriation and reintegration into productive society for ex-combatants and other returnees from war-affected groups.

### 4.2 Strengthening the Federal System

4.2.1 Sudan is now a united country which has adopted a federal system of political governance. There are a number of levels within this system which is designed to distribute, share and delegate authority supported by the INC and the existing and emergent body of legislation. For this system to be effective for the delivery of good governance, however, multiple efforts will need to be applied in order to:

- Implement the constitutional, legal and administrative structures of federal government and increase their efficiency;
- Ensure the predominance of Federal authority and the Rule of Law whilst supporting the cascading of authority and responsibility as appropriate to facilitate efficient integration of the various fundamental pillars of good governance;

- Building trust and a spirit of - and pride in - 'belonging' to one nation, as a catalyst for stability and the maintenance of peace;
- Awareness raising and consensus building for the goals, priorities and strategies of the National Strategic Plan;
- Mandating greater authority to the States, together with the necessary budget resources for delegated service delivery, and developing their capacity (institutional, organisational and individual) to enable them to accommodate such new demands on their functions, systems and processes;
- Bridging the gap in the provision of basic services;
- Reinforcing the role of traditional administrations by affirming the principles of peaceful tribal co-existence, the need for them to support the administration and its bodies, and soliciting their assistance and unique expertise for enhancing social security;
- Ensuring better provision of information, data, and knowledge for political and executive decision making (e.g. in the policy making process), and improving the coordination, monitoring and evaluation functions;
- Making optimum use of resources (physical, technological and human) and encouraging better use of untapped resources abilities through community action and self-help;
- Mitigating the risks of drought and desertification;
- Maintenance of heritage, culture and tradition, and making use of local knowledge and skills where possible.

### **4.3 Institutional reform and capacity building**

4.3.1 Achieving and sustaining a permanent peace, reasonable living standards, and social prosperity will require the building of strong institutions, organisations, and developing the competence of qualified cadres of staff at all levels. This will enable the creation and adoption of better policies and strategies through:

- Establishment and strengthening of the systems and processes of good governance;
- Development of national capacity, skills, knowledge and aptitudes – institutionally, vocationally, and administratively;
- Review of the laws, mandates and regulations that regulate work, and simplification of legal and administrative procedures;
- Establishment of databases to support development initiatives and their coordination;
- Strengthening partnerships with the private sector, NGOs, and civil society organisations;
- Encouraging respect for the work ethic and the value of time and timeliness;
- Expansion of technical and technological education provision to build high vocational skills in required specialisations;

- Rehabilitation of universities and research centres and increasing the use of production technologies;
- Review of pay and grading policies and systems and terms of service to achieve a better balance between the rights and duties of employees, and to reward and encourage merit and productivity.

## 4.4 Balanced sustainable development

4.4.1 Sudan is now in a phase of development which should help to ensure fair and more equitable distribution of its national wealth – both to States and to citizens. This will be achieved through:

- Provision of effective services to cater for basic needs through vertical and horizontal expansion of service delivery for education, health, access to safe drinking water, environmental health, containment of malaria, HIV/AIDS, *bilharzia* and other diseases;
- Prioritizing agricultural expenditure – especially for disadvantaged rural areas in order to increase production and marketing capacity with a view to improving the income of the producers;
- Directing investment and foreign aid specifically to the design and implementation of development projects in less-developed States;
- Directing the capacities and resources of the Defence Forces to support economic development and reconstruction, to mitigate the effects of natural disasters, and to build confidence and win ‘hearts and minds’ in war-torn areas;
- Paying particular attention to gender equity and seeking ways to mainstream gender sensitivity and to empower women to play their full role in economic and social development.

## 4.5 Infrastructure development

4.5.1 Weak infrastructure combined with the vast geographical area of Sudan constitutes a big challenge. In order to strengthen this infrastructure this plan proposes the following strategies:

- Refurbishment and expansion of the road and rail networks and extending them to link States, production areas, and markets;
- Making full use of the Nile for river transport and upgrading sea ports to enable them to keep pace with the requirements of world trade and increased investment in Sudan;
- Implementation of road and river transport projects connected with the rehabilitation of war-torn and less-developed areas as stipulated in the JAM report;
- Giving priority to construction of electricity distribution networks in the States, with the highest priority to States already connected to the national network;
- Development and expansion of the irrigation infrastructure through

the building of dams, completion (raising the level) of the Al Rusairis and Sitait Dams, excavating the Kenana and Al Rahad Canals and completing the Upper Atbara River irrigation project.

## **4.6 Scientific research**

4.6.1 Scientific research offers one of the key access points for the development of the country's capacities, and provides opportunities for individuals in all walks of life. Planning for progress will require resources to be allocated according to the following priorities:

- Setting a clear research strategy defining research priorities in order to direct research to serve programmes and projects that will support the strategic plans at National, States and Ministerial levels;
- Establishing mechanisms to attract the best scientists and technicians to conduct the required research;
- Encourage scientific publication and information distribution through the support of publications at different levels.

## **4.7 Care of the environment**

4.7.1 It is always possible that development of production and raising productivity could have an adverse effect on the environment. To preserve the environment and mitigate risks to it, will entail the delivery of strategies to ensure:

- Integration between the various environmental survey systems together with provision of the required data, allocation of indicators for measurement, and establishment of environmental monitoring and Early Warning systems;
- Protection and maintenance of plant, soil, and crops;
- Improvement and development of international relations with Development Partners – particularly with the United National Environment Programme (UNEP), and augmenting mechanisms for benefiting from the latest research, expertise and technology;
- Review of legislation that can secure the safety of the environment, and enforcement of such legislation;
- Outlawing harmful practices, customs and traditions that are not environmentally friendly.

## **4.8 Poverty alleviation**

4.8.1 Poverty still represents one of the main challenges for Sudanese society despite the existence of traditional values such as *takaful* (joint liability and support). Breaking the cycle of poverty will entail implementation of the major components of the Poverty Reduction Strategy as follows:

- Confirming the provisions of the Draft National Poverty Reduction Strategy (PRSP);
- Directing budget resources to address people's basic needs and the milestones on a roadmap for the achievement of the MDGs – particularly through targeting assistance for disadvantaged groups;
- Development of services in rural areas, and particularly war-torn areas to reduce migration (flight) to cities and urban centres;
- Securing maximum benefit from private sector projects, rural livelihoods projects, and resources of regional and international organisations in the field of poverty alleviation.

## **4.9 Information and communications**

4.9.1 If Sudan is to build an information and knowledge society, it will need to build or strengthen capacities of systems and structures in the following areas:

- Expansion of ICTs infrastructure and ensuring that all States are connected to necessary networks;
- Encouraging investment in the hardware and software industries;
- Drafting and passing necessary legislation to govern informatics, the rights and freedoms of use of information and communications technology in accordance with international conventions;
- Affirmation of cultural and linguistic diversity, respect for human rights, privacy, and the freedom of the press and the media;
- Provision of funds for technology and consideration of public private partnerships for this;
- Training and qualification of skilled staff and development of computer literacy generally.

## 5 Sector priorities and strategies

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### **Sector Priorities and Strategies**

This section focuses in a more detailed coverage, on the overall vision and principles highlighted in the preceding sections, as they relate to the executive roles in the various sectors, including an additional sector for states as this constitutes the vital anchorage for all processes of reform and change.

#### **5.1 Economic sector**

##### **5.1.1 Vision**

A stable, integrated, balanced, self-supporting, free market national economy, which satisfies the basic needs of Sudanese citizens and which is capable of taking its place in the international economy.

##### **5.1.2 Mission**

1. Foundation of an honest and qualified cadre of public financial management professionals and economists for the government administration, who are responsible and committed to the regulations, laws, justice, and the principles of transparency and accountability.
2. Establishment of an economy that is able to make best use of advanced ICTs tools.
3. Achievement of a balanced economy, with increased contribution of renewable natural resources to the Gross Domestic Product (GDP).
4. Increasing the private sector's contribution to economic growth with effective promotion of its own institutional and technological capacity, increasing investment, increased competition, participation in the creation of plans and programmes and thus in decision making at Federal and State levels. This increased contribution can be achieved through:
5. Development of infrastructure, development of economics expertise, and provision of commodities and public services to achieve balanced and sustainable development.
6. Introducing quality management with a culture of high technical excellence for the production of commodities and services, together with the optimal utilisation of natural resources and preservation of the environment.
7. Promotion of competitive market practices for commodities and services and integration of local markets.
8. Integration of the markets of commodities and services and connecting them with the production and distribution centres and export sea ports.
9. Being alert to the potential for revenue generation through mobilization of national resources - with a view to self-dependence, export promotion, market expansion and integration, as well as openness towards the advantages of

globalization and the opportunities of international economic development.

10. Achievement of a balanced economy in order to increase the contribution of the economic sector, and specifically of renewable natural resources to GDP.

### 5.1.3 Situational analysis

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>- Political and economic stability following the peace agreements.</li> <li>- Sudan is rich in natural resources which make it an attractive investment proposition to foreign investors.</li> <li>- Economic stability in the trade balance, the exchange rate, and growth of reserves.</li> <li>- The relative merits of the economy which can be seen potentially to offer competitive advantage.</li> <li>- Development of communications infrastructure and advances in information technology.</li> <li>- Expansion of the road network which connects production areas.</li> <li>- Availability of large areas of land that can be cultivated and which offer investment opportunities.</li> <li>- Opportunities for further development of the animal resources sector.</li> </ul>	<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>- Lack of financial resources and absence of stability and continuity in financing policies and the high cost thereof.</li> <li>- Weak and deteriorating infrastructure.</li> <li>- Depreciation of productive assets and their inadequate rehabilitation and replacement.</li> <li>- High costs prevent Sudan from being competitive at domestic, regional and global levels.</li> <li>- Inadequate application of modern technology.</li> <li>- Lack of adequate legislation and laws regulating economic sector activity.</li> <li>- Inadequate supply of human resources, particularly intermediate cadres (in crafts and vocations).</li> <li>- Weak administrative systems and their inability to keep pace with modern public management' thinking and practices.</li> <li>- Inadequate electronic databases.</li> <li>- Low traditional sector development in the fields of agriculture and livestock farming.</li> <li>- Low livestock economic sector benefits, particularly to improving the income their producers.</li> <li>- Complex administrative procedures in the field of investment, and contradiction between Federal and States' authorities in this regard.</li> <li>- Negative effect of past tax and fees policies.</li> <li>- Reduction of the contribution of the agricultural, industrial and service sectors to the Gross National Product (GNP).</li> </ul>
<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>- Beneficial geographical location, together with the proximity to Arab and African markets which provide export opportunities;</li> <li>- Developed economic relations with East-Asian countries.</li> <li>- Oil sector as an investment attracting sector.</li> <li>- Availability of Arab financial resources to Sudan.</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>- Increased external competition arising from enhanced relations with the international community.</li> <li>- Inadequate preparedness to tackle negative effects that emanate from globalisation.</li> </ul>

### 5.1.4 Objectives

1. Achieve stability; maintain high positive growth rates; create a structural balance in the economy; increase productivity and effective marketing of services.
2. Address the resources gap through the re-structuring of revenue sources, increase supply and control of demand.
3. Achieve integration between the federal budget and the States' budgets,

through the re-structuring of the general budget in order to lead the economy's processes.

4. Direct public expenditure to fulfil the requirements of the peace agreements, to address the basic needs of citizens, to achieve food security, the Food Summit Goals and the third MDG.
5. Maintain stability of exchange rates and the monetary and banking system; manage liquidity in order to fulfil the needs of growth and reduce the inflation rate to single digit percentage, in order to achieve economic stability; enhance coordination between the Islamic banking system and the traditional banking system, and keep pace with global banking technology benefits.
6. Expand foreign trade; increase commodity and services exports; broaden commercial exchange domains and complete the process of affiliation to the World Trade Organization (WTO).
7. Increase and improve production and productivity to reach international levels, particularly with reference to agricultural commodities, plant and industrial exports, through investment in the improvement of production processes in parallel with optimum use of natural resources.
8. Broaden the base of manufacturing industry and promote more effective use of industrial product technologies to increase its contribution to GDP.
9. Facilitate the development of a healthy investment climate and encourage the private sector at national and local levels to invest in agriculture, industry, infra-structure and services, and to direct these investments to development priorities, particularly in the under-developed states.
10. Expand oil and metals exploration and increase investment in this field, as well as the development of extractive industries and taking full advantage of the latest technologies.
11. Update the railways network and the network of roads, river and sea transport; updating sea ports to meet the requirements of world trade.
12. Bridge the gap of respective development between the States through focusing expenditure on development projects and increasing resources for States development.
13. Direct international, regional and bilateral cooperation towards the benefits of sustainable development, stability and enhancement of Sudan's economic position in the world.
14. Plan for development of the potential of the country's human resources in order to address labour market's requirements.

#### **5.1.5 Policies**

1. Maintenance of political and social stability to support economic stability.
2. Keeping the rate of economic growth significantly higher than the rate of population growth.
3. Full coordination between the funding, monetary and banking policies.
4. Continuing public utilities programmes, in order to increase the role of national and foreign private sectors in the economy, and to increase the efficiency of privatised utilities.
5. Simplification of administrative and legal procedures in favour of the flow of domestic and foreign investments.



6. Elimination of any form of monopoly and decreasing the role of Federal and State institutions in commercial and investment activities.
7. Developing the stock market and encouraging the establishment of financial investment funds and portfolios, as well as establishing stockholding corporations in order to attract national and international savings and to increase the overall level of investment.
8. Execution of taxation reform programmes and alleviation of the tax burden on national products in order to increase their competitiveness in the open market.
9. Annulment of legislation and decisions pertaining to imposition and collections of taxes outside the framework of the general budget.
10. Application of the provisions of the wealth sharing agreement in favour of the Government of South Sudan (GoSS) and the oil-producing states.
11. Continuation of the oil prices concentration account as a precaution against the fluctuations of prices and financial revenue flows, and employing this account to fund development projects.
12. Increasing expenditure in the agricultural sector (horticulture and husbandry), particularly in rural areas, and reversal of the productivity decline.
13. Adoption of national and sectoral policies which are positively biased towards the poor, with a view to the achievement of MDGs.
14. Increasing the opportunities for work and employment; development of the labour market and increasing expenditure on social development, in accordance with the economy's growth rate, in order to achieve more equitable wealth distribution.
15. Continuation of social sector support programmes to address the basic needs of the population – access to potable water and support for treatment in the emergency clinics, most specifically to assist the disabled, ex-combatant returnees, and war-affected groups.
16. Allocation of more resources and authority to the States in order to support their development.
17. Completion of major strategic projects and targeting of national projects to the needs of the less-developed states.
18. Provision of the necessary finance for the green (*nafra*) mobilisation.

#### **5.1.6 Projects**

1. Encouragement of the spread of banking services and strengthening of banking institutions and the intermediate financial institutions.
2. Increasing non-petroleum exports and enhancement of their competitiveness in the world market.
3. Protection of the national economy from the negative impacts of dumping, monopoly, unjustifiable subsidies and market distortion.
4. Support for insurance institutions and for funding of non-petroleum exports and capturing new markets.
5. Maintaining the sovereign uniqueness of Sudan in the production and marketing of certain Sudanese products, such as Gum Arabic, cotton, oil seeds and cattle.

6. Coordination between the States in order to facilitate markets for crops and cattle.
7. Preparation to meet the requirements of accession to WTO and the regional economic groups, and utilisation of agreements and benefits granted by the WTO agreement to low income countries.
8. Gradual decrease of the reliance on foreign loans and finance.
9. Working to solve the problem of foreign debts through cooperation with the international community and the donor countries and institutions.
10. Promotion of economic relations with friendly countries based on mutual interests, and expansion of the fields of foreign economic partnership.
11. Continuation of normalization of relations with the international financial institutions.
12. Encouragement of investments in joint projects with neighbouring countries and New Economic Partnership for African Development (NEPAD) countries.
13. Expansion of free zones to attract foreign investments.
14. Human Resources planning and connecting this with the labour market's needs.
15. Utilization of the national emigrants' (Sudanese expatriates) experience to bridge the gaps in technology and knowledge and inject capacity.
16. Achievement of a balance between employment of specialised foreign expertise to meet development needs and recognition of the need for such technical assistance to transfer skills that can eventually facilitate priority of employment for national experts to fill available opportunities.
17. Emphasis on implementation of vocational and technological programmes.

## **5.2 Social and cultural sector**

### **5.2.1 Vision**

Foundation of a coherent community structure, which achieves progress and development for all categories of society; which builds confidence to fulfil humanitarian, scientific, intellectual, social, spiritual and basic health needs and which supports the legitimate aspirations of society. Preservation of Sudanese society's particular characteristics and achieving modernisation without imitation, in order to honour traditions, beliefs, and values, and to strike a balance between current priorities and future opportunities in all domains of life.

### **5.2.2 Mission**

Establishment of a society in which every citizen can enjoy the fruits of stability and social cohesion through:

1. Equitable access to justice for all classes of society, with special attention to the requirements of those with special needs and to the less-developed areas.
2. Consolidation of the social fabric; establishment of a culture of peace, unity, and reconciliation, and caring for people affected by social disputes through

mitigation of these disputes.

3. Provision of resources for the foundation of an educated, safe and healthy society.
4. Reform and strengthening of civil society through the endorsement of values and ethics founded equally from faiths and traditions.
5. Coherence and strengthening of Sudanese cultures and working to disseminate them internally and externally.

### 5.2.3 Situational analysis

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>- Improving human development indicators based on horizontal and vertical expansion in the three levels of education, increasing life-expectancy at birth and markedly increasing individual's share of the GDP.</li> <li>- Increasing empowerment of women evidenced by the increase of their representation ratios in leading decision-making positions and in the legislative bodies, and the reduction of wage and education opportunities differences (now enshrined in law) based on gender.</li> <li>- Achievement of gains and accomplishments in the field of family and child care.</li> <li>- Alignment of objectives in the fields of technology and scientific research.</li> <li>- Encouraging sports through the rehabilitation of playgrounds and fields, pay attention to youth's needs, establishment of sports unions, encouragement of youth organizations, holding of competitions and encouragement of innovation.</li> <li>- Development of human resources, through increasing knowledge together with skills and capacity development to build infrastructure, economic and cultural activities and the restructuring and reform of the public service and legislation.</li> </ul>	<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>- Weakness in the capacities required for addressing post-war reconstruction and development and sustainability of peace.</li> <li>- Limited reduction of poverty levels.</li> <li>- Decline in service delivery in conflict affected areas.</li> <li>- Reduction of access to safe drinking water.</li> <li>- Weakness of organizational capacities, in terms of structures, HR development and training.</li> <li>- Absence of a HR development policy that is congruent with the intended plans and programmes.</li> <li>- Weak financing of plans and programmes and absence of mechanisms through which alternative financing means could be sought.</li> <li>- Lack of consideration of actual needs when designing and delivering projects, programmes and services.</li> </ul>
<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>- Good examples, values and ethics of Sudanese society.</li> <li>- Realization of peace and consequent stability to enable more effective direction of resources.</li> <li>- Clear improvement in some States' resources, particularly in oil production.</li> <li>- Availability of good quality, well trained workforce through the planned expansion of high education.</li> <li>- The serious efforts exerted by the State to alleviate poverty and to reduce unemployment.</li> <li>- Strengthening the social security systems.</li> <li>- Broadening of the social safety net to include targeted categories in the neediest areas.</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>- Appearance of negative social effects as a result of incoming influences and clashes of culture.</li> <li>- Environmental degradation.</li> <li>- Increase in graduates' unemployment rates.</li> </ul>

### 5.2.4 Objectives

1. Enhancement of peace and unity through the following:

- Foundation of the pillars of peaceful co-existence and religious tolerance, and dissemination of the values of dialogue and communication between the various groups and sects;
  - Foundation of the principles of tribal co-existence;
  - Dissemination of a culture of peaceful co-existence;
  - Consolidation of national unity;
  - Rehabilitation of war-torn areas;
  - Facilitation of voluntary and organised repatriation and reintegration.
2. Empowerment of women, awareness raising and strengthening their economic and social position as well as that of the child and family in society.
  3. Reduction of absolute poverty from the present ratio, by the end of the year 2011, through the following:
    - Broadening of the umbrella of social support and enhancement of the role of *zakat* and benefits;
    - Delivery of new projects for increasing income – alternative livelihoods;
    - Fair distribution of development revenues;
    - Increasing availability of labour opportunities for competent poor people;
    - Focus on rural development.
  4. Optimum exploitation of natural resources and maintenance of the environment:
    - Preservation of a clean environment and attention to threatening factors;
    - Raising environmental awareness;
    - Achievement of a balanced sustainable development.
  5. Establishment of voluntary work mechanisms with effective response to emergency situations and disasters, through:
    - Increasing the capacities of national voluntary organisations;
    - Strengthening and promoting Early Warning systems;
    - Enhancement of capacity for early preparation and response to disasters and emergency situations.
    - Emphasis on Federal and State initiatives with respect to strengthening the coordination planning system for the management of disasters;
    - Effective response to the immediate needs of people affected by disasters and emergencies.
  6. Sustainability of social development and achievement of the MDGs through:
    - Alleviation of severe poverty and hunger;
    - Increase in the spread and quality of basic primary education provision;
    - Proactive measures to ensure equality between the two genders, and to promote women's empowerment through mainstreaming awareness and the inclusion of specific initiatives in plans and programmes;
    - Delivery of projects for (or with demonstrable attention to) environmental sustainability;

- Raising the enrolment rate for basic education to 80% and increasing the rate of completion and transfer to secondary education – particularly for girls;
  - Development of technical and technological education;
  - Reduction of mortality rates for children under five years of age by not less than 50%;
  - Reduction of mortality rates among women at childbirth by 50%;
  - Control of the spread of HIV/AIDS;
  - Reduction in the incidence of malaria infection;
  - Reduction in the number of people who do not have access to secure safe drinking water, and people who have no sewage systems;
  - Commitment to the adopted population policy.
7. Sustainability of capacity development through:
- Development of administrative structures, systems and legislation to render them appropriate for, and congruent with domestic, regional and international transformation, and the enhancement of coordination between the three levels of government;
  - HR development;
  - Development of infra-structure and provision of necessary equipment and resources for appropriate working environment in order to improve performance and productivity;
  - Enhancement of ICT infrastructure and their appropriate use to improve performance and efficiency;
  - Mobilization of the required financial resources for the promotion and spread of cultural and social development.
8. Reform of society through:
- Encouragement of ethical values and good conduct;
  - Respect for the role and contribution of religious scholars and faith organisations in the foundation of a good society;
  - Development and approval of educational curricula with inclusion of features reflecting the special aspects of Sudanese identity;
  - Discouragement of antisocial behaviour that can lead to the spread of disease and undermine the moral strength of society.
9. Development of employment policies and reduction of unemployment:
- Address the needs of the labour market;
  - Development of policies, systems, rules, regulations and procedures pertaining to the use of national and foreign workers by balancing the need for knowledge and skills transfer on the one hand, and the priority to employ local expertise, where possible, on the other hand;
  - Periodically reviewing wage and service policies and regulations, to achieve balance between employees' rights and duties.
10. Support and promotion of Sudan's cultural heritage, and development of arts and traditions:

- Development of culturally related businesses and investment.
  - Optimum use of ICTs revolution to celebrate diversity of different cultures and achievement of positive relations between them;
  - Balanced cultural planning, capable of questioning inappropriate values of some foreign cultural influences.
11. Development of programmes to address the needs of young people:
- Organization and coordination of intellectual and creative activities for young people and encouragement of their creativity and imagination;
  - Building of partnerships with the national organizations, corporations and youth unions, and promotion of their benefits and activities.
12. Sports development:
- Promotion of necessary infrastructure for the development of sustainable sporting excellence.
13. Support and optimum utilisation of scientific research activities and the use of modern technology in different domains:
- Encouragement of scientific research which is oriented towards the solution of the Nation's challenges;
  - Encouraging greater use of all available information and the outcomes of scientific research, as well as modern technology in decision making processes, and in planning for social development.
14. Strengthening and broadening relations and liaison with foreign institutions and organizations in relevant fields of expertise, and acceleration of the ratification of international and bilateral agreements in the fields of social and cultural development.
15. Strengthening partnerships with the private sector, NGO's and civil society organizations.

### **5.2.5 Policies**

1. Expansion of social services and equity in their distribution:
- Working for integration between social and cultural policies and inclusion of social income and expenditure indicators for the family and employment in macro-economic planning and monitoring;
  - General review of admission policies and rules into higher education institutions in such a way as to achieve a compromise between the output of these institutions and labour market needs, as well as the needs of comprehensive development;
  - Availability of basic education opportunities in order to remove variations in categories and areas, and enforcement of attendance for basic education, with due attention to the special needs, and means to encourage and enable successful pupils to continue to secondary education;
  - Paying special attention to technical and technological education;
  - Expansion of the social security safety net and provision of protection of all less-fortunate classes through innovative use of non-traditional social

financing tools, increase of *zakat*, working for more equitable distribution of the benefits of economic growth, and structuring of the general budget in such a way as to provide greater work opportunities and to achieve social prosperity;

- Improving access to high quality, efficient, integrated, preventative medicine and therapeutic services, and increasing accessibility to referred specialized services at the secondary and tertiary levels;
- Addressing the health system's needs for adequately trained and professional health-care cadres together with fair geographical distribution of personnel and retention of skilled staff;
- Due attention to the particular development needs and protection of women and children as well as people with special needs;
- Improving the quality of social services;
- Working to achieve the MDGs;
- Guaranteeing safe drinking water, sewage services, provision of essential accommodation and their cost reduction;
- Adoption of strategic educational planning for the development of the educational database, curricula, examination system, evaluation of schools, teaching aids and foundation of the National Council for Educational Planning.

## 2. Peace and development:

- Promotion of crisis mitigation and disaster planning and resolution of disputes;
- Enhancement of a culture of peaceful coexistence with zero tolerance of racism and regionalism, and creation of a youth culture based on the strengths of Sudanese heritage to enable the youth to make informed choices concerning the advantages and threats of globalization;
- Encouragement of dialogue and joint work and cooperation between religious leaders, faiths and beliefs in a diverse society;
- Encouragement of moderation and tolerance and consideration of the benefits of religious values for the health and development of society;
- Development of Sudanese rural areas development research in collaboration with experts from these areas.

## 3. The spiritual, social, cultural and sporting dimension:

- Support for the role of faiths in development;
- Providing a guarantee of freedom of belief and freedom of worship for all followers of religious faiths, beliefs and traditions without discrimination;
- Promote community awareness to reinforce the values of chastity and morality, the values of work and productivity, the prevention of sexually transmitted diseases, combating crime and anti-social behaviour, and working towards the achievement of peace and peaceful co-existence to attain full reconciliation in society.

## 4. National, regional and international dimensions:

- Adoption of national and international standards for quality assurance

and establishment of self-assessment mechanisms by managing private and public sector institutions and organizations.

5. Legislative and administrative:

- Development of laws and legislation congruent with the NIC and the peace agreements;
- Completion of functional reviews of administrative structures within all federal government bodies.

6. Poverty and unemployment:

- Maintaining the stability and sustainability of macro-economic policies, and working for re-distribution of growth's benefits in such a way as to increase employment opportunities, to mitigate poverty and accelerate the achievement of social welfare;
- Support for, and protection of jobs in the social sector which provide a service to society, and of activities aimed at the increased use of technology and the alleviation of poverty.

7. Youth, women, children and the family:

- Establishment of programmes that promote the development of children according to good values, traditions and heritage of the Sudanese society;
- Supporting the family and protecting it as it constitutes one of the basic building blocks of a stable society and an institution deserving respect;
- Establishment and development of institutions concerned with youth activities in all domains;
- Giving young people the chance to participate in national activities that promote cultural values and national unity;
- Adequate provision for student activities;
- Mobilization of national awareness and commitment to the empowerment of women and consideration of gender equity in all programmes and activities;
- Continuation with the implementation of the national child care policy.

### **5.2.6 Projects**

1. Capacity building:

- Reviewing structures and legislative frameworks of the socio-cultural sector and regularly updating these through the development of programmes and procedures;
- HR development.
- Optimum use of new technology and cultivation of appropriate working methods and working environments to improve performance.

2. Fairness and equity in the distribution of social services.

3. Support of scientific research activities in the social and cultural fields, and enhancement of the capabilities of institutions working in this field.

4. Establishment of an Early Warning system, and improving the efficiency of



response to natural disasters and emergency situations.

5. Paying more attention to the needs and welfare of vulnerable groups in society and enabling them to play a full and productive role in society.
6. Increasing the participation of civil society organisations, and all potential NGO partners, in the provision of social services.

## **5.3 Political sector**

### **5.3.1 Introduction**

For the purposes of this plan the 'political sector' is deemed to encompass certain themes or policy areas namely:

1. Justice.
2. Politics and governance systems.
3. Information.
4. External relations.

The 'sector' is also responsible for what can be termed a 'framework of guidelines'. This establishes guidelines in the following references:

1. General Guidelines of the Quarter-Century Strategy (2007-2031).
2. Sudan NIC 2005.
3. CPA.
4. Subsequent peace agreements (DPA and ESPA).
5. Guidelines mentioned in the address of H.E the president of the Republic before the 2nd convention of the National Council, October, 2005.
6. Guidelines approved by the NCSP, in its sixth meeting.
7. The JAM Report.
8. Third MDG..
9. Duration of the Five-Year Plan (2007-2011), the transitional period.

### **5.3.2 Vision**

A safe, united, developed, modern and peaceful Sudanese nation, founded on cultural and political diversity, peaceful democratic transition of political power, prevalence of essential freedoms, human rights, equity of all people before law and fair sharing of power and wealth; a nation reconciled with itself, with its neighbours and the whole world in accordance with respect for common interests in the maintenance of peace and human decency of mankind as a whole.

### **5.3.3 Mission**

1. Enhancement of good governance based on peaceful transition of power, through free and impartial elections, and based also on transparency, accountability, alleviation of poverty, combating corruption, and participative decision making.

2. Ensuring the country's sovereignty and security; protection of its human and national resources and promotion of the pillars of its political stability and social security.
3. Acceptance and practice of the principles of dialogue, co-existence and acceptance of the right to other opinions, within the framework of mature democratic practice.
4. Respecting the concepts of truth, duty, citizenship and supremacy of the Rule of Law – enacted by and through a partial and independent Judiciary.
5. Activation and affirmation of the values and basis of citizenship and equal opportunities for all.
6. Development of apolitical professional civil service that carries out its functions through professionalism and merit-based qualification for appointment.
7. Enhancement of the concept of national pride, national consensus and equitable political partnership.
8. Building human and institutional capacity.
9. Dissemination of the 'culture of peace', co-existence and positive interaction between different cultural groups in society, and selection of useful examples and models from human experience as general.
10. Development of an efficient, free and integrated information and communications system.

#### **5.3.4 Objectives**

1. Completion of the process of establishing constitutional, legal and administrative structures of federal governance, and their activation, as stated in the NIC and the peace agreements. Strengthening of the Presidential system and improvement of policy making, parliamentary, legislative and administrative processes.
2. Positive engagement with a view to meeting the requirements of, taking part in, and dealing with the international economic and world trade systems, based on cooperation, and fair sharing of benefits, within the framework of international laws and treaties which have been approved and signed by Sudan.
3. Productive participation in the regional and international economic and financial blocs, in addition to encouraging foreign investment, strategic partnerships and improvement of the investment climate.
4. Application of the values of justice and equality before the law through updating and developing the justice system, and upholding human rights as stated in national and international charters.
5. Employing Sudanese foreign policy and diplomacy to serve national interests and to help to facilitate strategic and investment plans according to the principles of international relations based on common interests and benefits.

#### **5.3.5 Challenges**

1. Prompt implementation of peace agreements with necessary achievement of social balance and equality in power sharing and wealth distribution.
2. Voluntary unity by the end of the transitional period.

3. Affirmation of the bases of the state of law and institutions for good governance, and effecting coordination between the justice bodies whilst raising their professional and institutional efficiency.
4. Internal conflicts and disputes resulting in international mistrust and the unfortunate consequences of resulting international pressures.
5. Elimination of areas of remaining tension and removal of regional and tribal impediments.
6. Repatriation of IDPs and refugees, and facilitation of their reintegration or re-settlement, in order (amongst other matters) to guarantee their right to participation in official elections.
7. Building of national consensus for the strategy for peaceful transfer of political power and through this the securing of political stability.
8. Awareness raising concerning the culture of democracy and human rights.
9. Keeping pace with technology; building of capacity to make good use of ICTs to influence public opinion and explain the concepts and benefits of democratic transformation.
10. Continued roll-out of the electronic government (e-government) strategy and reforms and improvements of services.

### **5.3.6 Policies**

1. Ensuring full implementation of the peace agreements in such a way as to support democracy and to affirm social stability through development of an integrated legislative policy that considers priorities according to the requirements of the State, society and the peace agreements' provisions.
2. Development of opportunities for good and mature political practice, benefiting from contemporary international experience whilst expressing Sudan's unique social and cultural heritage; providing a framework of equality in citizenship, freedom of expression and organization, the right to equality in shared decision making particularly for peaceful transfer of political authority in accordance with NIC and law.
3. Pursuit of common interests in Sudan's foreign relations at bilateral, regional and international levels.
4. Enhancement of local governance as a base for effective and representative Federal governance.
5. Enabling civil society organizations to play a greater role in service to citizens and the country at large through encouraging their participation in the review of major national issues. This will help to achieve national consensus, to raise political awareness and to strengthen the sense of unity and belonging.
6. Affirmation of *Al judia* as a mediation concept and a reconciliation philosophy in order to reactivate the role of the society through the utilization of our traditional dispute resolution mechanisms.
7. Reinforcement of the concept of the supremacy of the Rule of Law, awareness raising concerning the law, easier access to and provision of promptly executed justice, without prejudice to human rights and the principles of justice.
8. Working to review and reform laws, to demonstrate the value of justice in society, the importance of human rights, international charters and the NIC of

2005 as well as the peace agreements.

9. Coordination between the various justice bodies through a Council of Justice which shall be established to effect better coordination and thus better service delivery.
10. Working to upgrade the qualifications of justice system staff through training and improvements in their working environment.
11. Preservation of Judicial independence; establishment of the role of public defence council (legal aid) and encouragement and development of a reconciliation system reflecting Sudanese traditions, in order to achieve social harmony and good order.
12. Fostering the right and freedom of exchange of information, together with respect for freedom of the press and the media.
13. Realization of an efficient and balanced partnership between the public and private sectors in connection with ownership and management of the information institutions and communication systems, and removal of the state monopoly of this domain.
14. Working to promote a positive and bright image of Sudan externally.
15. Fulfilment of Sudan's responsibility and role in the field of international relations and in the proceedings and work of the UN institutions.
16. Cooperation with neighbouring countries and at regional and international levels to combat new threats, such as international terrorism networks, political or religious extremism and organised trans-borders crime.

## **5.4 Security and defence sector**

### **5.4.1 Introduction**

- 5.4.2 Sudan's colonial inheritance resulted in fragmentation of many of its regions. It planted the seeds of conflict the consequences of which were civil wars, security disturbances, tribal, racial and regional intolerance.
- 5.4.3 This situation was exacerbated by national governments which succeeded the colonial period and that also failed to bring about national sovereignty for Sudanese territories. The internal security situation which emanated from this continuously undermined development efforts and created opportunities for complaints of marginalization and injustice in the distribution of the nation's wealth.
- 5.4.4 Lack of development which affected some areas in the country led to rebellion and the inclination to resort to armed violence on behalf of disaffected groups. This in turn has led to conflict which has destabilised Sudan's relations with the international community and led to feelings that there is unjustified interference in Sudan's internal affairs.

### **5.4.5 Vision**

Security and protection for a safe, united, strong and efficient country in which peace and stability prevail.

#### **5.4.6 Mission**

- Building of professional security and defensive forces, with high efficiency, effective capabilities and facilities to use modern technology for the protection and defence of the country;
- To be able to deal with the issues of peacekeeping, the guarantee of safety and security to enable national consensus, unity, co-existence, good governance, affirmation of social security concepts and policies;
- To combat security threats; to assist in the preservation of public order, the protection of national economic assets and natural resources and to maintain preparedness for as yet unanticipated defence contingencies.

#### **5.4.7 Objectives**

1. Security, protection and defence of the country.
2. Establishment and rehabilitation of military, security and police infrastructure.
3. Preservation of safety and tranquillity among the Sudanese population.
4. Control of crime.
5. Preparedness for natural disasters.
6. Protection of federal institutions.
7. Security and upholding the concepts of peace, national consensus, unity and co-existence.
8. Securing Sudan's transition to good governance and protection of the democratic system.
9. Security and protection of natural resources.
10. Development of a security database.
11. Harmony and compatibility of security and defence plans with the requirements of social and economic development.
12. Completion of the electoral roll, organisation of aliens' affairs and security of borders.
13. Control of smuggling and improvement of customs performance.
14. Development of the social role of police forces (community policing), through participative programmes involving local people and community police.

#### **5.4.8 Challenges**

1. Sustaining unity and comprehensive peace.
2. Insurgency, violence and extremism.
3. Internal disputes (racial, regional, sectarian).
4. Strengthening working relationship with UN and African Union (AU) forces.
5. Organized trans-national crime, terrorism, international crime and corruption.
6. Natural disasters and epidemics.
7. International interventions.
8. Economic embargoes.

9. Political stability and social peace.
10. Refugees, IDPs and random immigration.
11. Smuggling.

#### **5.4.9 Policies**

1. Making arrangements and preparation of emergency plans for the following challenges:
  - Security disturbances;
  - Ensuring that all institutions (foreign and national) continue to operate within the remits of national laws and legislations;
  - Acceleration of the implementation of peace agreements.
  - Violence, extremism, insurgency and civil warfare.
2. Establishment of balanced regional and international relations aimed at the establishment of the basis of cooperation in all domains.
3. Enhancing the activities of the sector to cope with the challenges posed by globalization and international terrorism.
4. Development of logistic, technical and administrative capacities to support civil defence in response to natural disasters and epidemics.
5. Strengthening of sectoral capacity to prevent and/or deal with emergencies that could affect Sudan's sovereignty and peace.
6. Putting into operation technical and administrative arrangements for optimal use of resources.

## **5.5 Information and communications sector**

### **5.5.1 Introduction**

The increasing importance of ICTs constitutes one of the outstanding features and developments in the world of today. Information and communications technology has now been used in all domains of life, and has started to play a significant role in helping people to communicate more efficiently and effectively with each other.

The establishment of networks and websites represents a turning point in the ability of this technology to change the way people live, work and communicate.

The wide spread use of this technology within society has led to the coining of the term Information Society, i.e. a society in which information and communications, and the associated technology have become part of its fabric and organisation.

Society can be further defined as a society in which the establishment, distribution and processing of information have become a necessary catalyst for economic and agricultural activities. This definition means that we do not consider information simply as data, but we also consider the knowledge that can be more efficiently extracted by processing such information efficiently.

An information society, therefore, means a knowledge information society, in which economic activity is based on knowledge, and wealth is a product of economical utilization of knowledge and understanding. The information and knowledge evolution of today is the equivalent of the industrial revolution of yesterday but it is proceeding at far greater speed with even more far reaching results.

### **5.5.2 Vision**

An information and communication sector based on partnership between stakeholders and qualified to lead the country in its aspiration to become a true information and knowledge society.

### **5.5.3 Mission**

To make best use of ICTs through joint initiatives and projects between the government, the private sector and civil society organizations, in order:

- To provide the best chance of efficient performance, to execute the services of e-government,
- To transform the economy into a knowledge economy;
- To develop national skills and capacities, institutionally, vocationally and administratively in order to bridge the digital gap, to raise public awareness and to organize the information environment in such a way that information and knowledge becomes freely accessible, retrievable and beneficial.

### **5.5.4 Objectives**

1. Establish progressive ICTs infrastructure, with special priority given to the technological infrastructure of universities, higher learning institutes, schools

and the institutions of general and high education.

2. Provide internal and external network access at appropriate cost to institutions and individuals.
3. Elaborate national standards and criteria for hardware and software.
4. Improve government administration through effective use of ICTs, and build the capacity for improving the necessary skills for using this technology.
5. Emphasise the rights and freedom of citizens in using ICTs.
6. Use information technology to enrich cultural and linguistic diversity.
7. Develop and reduce national ICTs industry costs, particularly the programmes component of this.
8. Qualify necessary cadres of staff in:
  - Organizational and project management systems;
  - Networks and applications;
  - Establishment and spread of this technology throughout the country;
  - Encouragement of research and development in this field.
9. Emphasise free access to information and dissemination in the information media, according and subject to ethical and vocational criteria.
10. Encourage and establish software and hardware industries.

### **5.5.5 Challenges**

1. Vastness of the geographical area of Sudan and economic and social variation between its regions.
2. Bureaucracy of government administration, complexity of procedures, weak or bad planning and weakness of evaluation and follow-up.
3. Incompetence of the educational and training systems with respect to capacity building in using ICTs.
4. Weakness in the area of awareness raising and public attitudes regarding the 'information society' among the political and executive leadership and among businessmen and civil society organizations.
5. Lack of competence of the legal and legislative cadres necessary for the information society.
6. Difficulty in establishing local, regional and international partnerships for financing and implementing 'inform society' initiatives and programmes, in addition to the effects of the current economic embargo and boycotting of the country which deprives Sudan from benefiting fully from this technology.
7. Shortage of electricity supply in vast areas of Sudan.
8. Emigration of qualified individuals with skills in key fields of expertise to take up work overseas (brain-drain).

### **5.5.6 Policies**

1. Provision of the necessary financing for ICTs initiatives and programmes.
2. Encouragement of ICTs use in the economy, government administration and in the private and traditional sectors.



3. Setting and execution of the laws and legislation required for activation and development of the information environment, and issuance of a special law for investment in informatics and communications.
4. Encouraging investment, finance of research and development in ICTs.
5. Establishment of the necessary infrastructure for network linkages and liaison, particularly in health and medical institutions.
6. Elaboration, implementation and enforcement of the necessary technological policies for trade transactions and electronic banking.
7. Support for 'One-Stop-Shops' offering information and when possible internet access in order to use ICTs for the benefit of disadvantaged groups or communities, people with special needs and local societies in poor rural areas.
8. Encouragement of cooperation and partnership with the regional and international organizations and corporations which support building of 'information societies' in the developing countries.
9. Widening access to and availability of information and protection of rights of acquisition where appropriate.
10. Encouraging the use of ICTs for the dissemination of learning through programmes for literacy, distance learning and workplace learning.
11. Accreditation of national criteria and standards in the field of ICTs.
12. Encouraging increased use of open sources.
13. Education concerning, and commitment to the ethics of work in this field and respect for the rights of intellectual property.

## **5.6 The traditional sector**

### **5.6.1 Vision**

Achievement of an organised and unified traditional community, able to play its part effectively in the development of the country in order to help maintain the sovereignty, security and resources of the country, to uphold and secure the supremacy of justice, and to consolidate social peace and harmony for the benefit of the Nation.

### **5.6.2 Mission**

- Enhancing the role of traditional society organisations in execution of the Nation's strategic objectives.
- Integration between the traditional society organisations and official bodies through agreement on an organised and specified division of roles.
- Foundation of the principles of social security, capacity building and upgrading of skills.
- Upholding the principle of celebrating diversity as a means to achieving and strengthening unity through different auspices of multiple cultures.
- Expansion of proactive programmes of brotherhood and coherence among the different bodies of society for the sake of consolidation of unity and peace.
- Enhancement of the traditional sector's role in increasing acceptance of the

value of moral development to assist social transformation and reform in society.

### **5.6.3 Challenges**

1. The underlying agendas of some NGOs that may abuse their position through unacceptable practices and activities.
2. The decline in confidence now prevalent among some sectors of society.
3. Imbalance between the domestic traditional organisations and their international counterparts.
4. Weak integration between official state systems and traditional administrations.
5. Cultural globalization.

### **5.6.4 Objectives**

1. Greater recognition of the role for the traditional sector in maintaining and strengthening the unity and sovereignty of the country.
2. Participation in the realisation and strengthening of security in its comprehensive context.
3. Increasing the role of traditional society in economic development and in the achievement of balanced development.
4. Participation in the rehabilitation of war-torn areas.
5. Participation in working for human development: spiritually, mentally and physically.
6. Increasing the traditional society's role in the achievement of food security.
7. Maintaining the coherence of the social fabric to consolidate unity, security and peace.
8. Building of a traditional society capable of providing care for all its members.
9. Participation in the implementation of social support programmes to alleviate poverty, to increase work opportunities and to reduce unemployment rates.
10. Development of civil society organisations' capacities to augment their ability to attract and make good use of resources.
11. Enhancement of the role of people's diplomacy.

### **5.6.5 Policies**

1. Strengthening of confidence and loyalty to the homeland as a means to safeguarding peace.
2. Spreading acceptance of the benefits of 'dialogue culture' and freedom of expression.
3. Promotion and development of partnership relations among humanitarian activity institutions.
4. Building of high vocational capacities in different specialisations.
5. Legislative reform pertaining to the traditional society organisations, such that they are guaranteed the right of participation in democratic transformation and

political processes to achieve unity and stability.

6. Affirmation and upholding of the values of equality, justice, cooperation, communication and reverence for cultural and religious diversity and multiplicity.
7. Development of bodies and mechanisms for dispute solution.
8. Utilisation of the capacities of the traditional society in the Disarmament Demobilisation and Reintegration (DDR) processes.
9. Dissemination of the culture of peaceful coexistence, and encouragement of peaceful dialogue to achieve reconciliation among local societies.
10. Activation and promotion of the traditional sector's role in the realisation of development and the provision of basic services.
11. Strengthening traditional society's role in preserving Sudanese traditions and in helping to mitigate the consequences of migration as a result of wars and disputes.
12. Consolidation of the principle of religious co-existence.
13. Encouragement of a role for traditional organizations in initiatives aimed at awareness raising and public relations for the reforms agenda.
14. Participation in any Early Warning mechanism – e.g. in broadcasting for crisis mitigation and strategies to deal with community disasters.
15. Consolidation of partnership between the traditional society and the government, in order to achieve the intended vision, mission and goals of the National Strategic Plan.

## 6 Quantitative and Qualitative Goals

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### Identifying Goals

To prove that the plan is realistic and practical and hence measurable, it is worth recording quantitative and Qualitative indicators of moving from what is current to what is anticipated by planning, management and implementation in the major key sectors.

#### 6.1 The Agricultural Sector:

- 6.1.1 Improving the quantitative trade balance and the agricultural balance by a large increase in agricultural exports in an agriculturally oriented-economy. The exports value shall increase from an average of 500 million dollars to about 4.2 billion dollars by the end of the fifth year of the agricultural "nafra".
- 6.1.2 The country shall continue producing its needs of durah for local consumption and food security, and create an export surplus and strategic reserve and fodder and other processes, to about 6.5 million tons by the end of the fifth year of the plan.
- 6.1.3 Wheat production to increase from about 421 tons covering %25 of the country's requirements in the year 2006 (prior to the plan) to reach 2.56 million tons which meets the country's needs of wheat in the year 2011.
- 6.1.4 Increasing agricultural and animal exports from about the present day average of 300 million dollars to about 4.2 billion dollars by the end of the year 2011.
- 6.1.5 Doubling the land areas allotted for forests, grazing and wildlife. The plan's goal is to cultivate 8 million feddans of the irrigated and rain fed sectors.
- 6.1.6 Raising the exports of animals, meat and animal skins from the 2006 estimates to 820 million dollars by the end of the plan.

#### 6.2 The Industrial Sector:

The industrial exports shall contribute to the gross domestic product during the years 2007-2011 from 53 million dollars to 109 million dollars by 2011.

#### 6.3 Transportation Section:

- 6.3.1 Increase Railway transportation of goods from 2.2 million tons 3.00 million tons.
- 6.3.2 Road Transportation shall increase from 8,800 tons during 2007 to 12,884 by 2011.
- 6.3.3 Roads and Bridges: construction of about 17,000 k.m. of roads and 12 main bridges.

#### 6.4 Labour, Public Service and Human Resources Sector:

- 6.4.1 Increasing the human resource labour force to 13.2million by 2011.
- 6.4.2 Training 100,000 of the public and private sectors and the civil society staff.

#### 6.5 As regards the development goals the plan aspires to achieve the following MDGs:

- 6.5.1 Reducing the poverty rate to 30%
- 6.5.2 Making basic education accessible to boys and girls indiscriminately to 80% and raising the rate of secondary education for both sexes to 80% and enabling 70% to have higher education.
- 6.5.3 Reducing child mortality rate to less than 5%.
- 6.5.4 Reducing mother mortality rate to less than 5%.
- 6.5.5 Reducing malaria and tuberculosis by 80%.
- 6.5.6 Raising the rate of accessing information sources to 50% among population.
- 6.5.7 Providing potable water by a rate of 80%.

- In the field of political development increasing the rate of participants in the coming general elections to 80% by reducing the rate of political indifference and poor participation in the formation of democratic institutions.

**6.6 The plan has already incorporated the international criteria of developing nations for progress. They are the same parameters applied by the Joint Assessment Mission to the Sudan (JAM).**

From the above sectoral targets we can identify the main targets from a non sectoral perspective by focussing on good governance and the rule of law from a political perspective; on capacity building from an administration perspective; on growth, development, productivity and infrastructure from an economical perspective and on basic social services from a social perspective.

**6.6.1 Good Governance and the Rule of Law:**

Protection and promotion of human rights requires a society with good governance, the rule of law and democratic principles, and having international relations based on cooperation and mutual interests. This also requires an independent judiciary which is a common feature of the Sudanese judiciary organs and a legislative authority representative of social forces and commensurate with the Interim Constitution.

**6.6.2 Capacity Building and Institutional Development:**

These require the development of the public service and the decentralized framework in general and the local government in particular which lead to a favourable environment for sustainable peace.

**6.6.3 Growth and Development:**

Growth and development target the national strategy to eradicate poverty, promotion and diversification of the sources of growth synchronized with institutional reform of the financial institutions.

**6.6.4 Productivity:**

On the basis of liberalization and privatization it is important to empower the private sector and increase productivity in the agricultural and industrial sectors in order to increase incomes, together with integrating environmental goals in development to productive activities in accordance with the millennium development goals.

**6.6.5 Infrastructures:**

Infrastructure comprises capacity building which includes skill development and training in addition to setting projects for rehabilitation and promoting infrastructure which includes roads, railways and harbours, infrastructure, rural electricity projects in addition to environmental health services and fast revenue earning projects.

**6.6.6 Basic Services:**

The rural areas are still deficient in drinking water which needs to be provided within the framework of the poverty reduction strategy.

**6.7 The Five Year Plan Goals from Population Perspective: The plan incorporates the population and demography goals in its various sectoral parts. Here again is an identification of the goals but from population perspective:**

6.7.1 The endorsement by the President of the Republic of the national population policy in 2002 reflects the concern with the population issue by the state and the civil society. All related sectors and the states and the civil society sectors participated in formulating the policy which was prepared at first at the state level then at the national level. It is considered as the most important set of developmental policies endorsed so far.

Despite the fact that the national population policy is already there its incorporation of the issues of sectoral development is still lacking, a matter which requires serious consideration of the demographic and population factors and their due strategic importance when setting the various sectoral plans.

The gap in population information is considered a serious challenge which faces the integration of population factors in development planning. It is necessary to bridge the wide gaps in needed information to realize better life and clearer understanding of the characteristics and dynamics of population. This central data is important to understand and lay down appropriate policies as regards the major developmental issue. It is therefore vital for us to build a firm national population data system incorporating the various dynamics of all demographic changes. This needs deep understanding of the importance of these factors. It also needs strong partnership between the National Population Council and all the partners of the developmental sectors with regard to creating an information bank using the latest technology and scientific programs for analysis and related data for future needs which has to be taken as a basis for every program and future developmental plans.

#### **6.8 Major Guidelines for the National Population Policy :**

- 6.8.1 Achieving a balance between economic, social and population development within the framework of overall sustainable development.
- 6.8.2 Developing an ideal geographical distribution of population on the basis of creating several development clusters in the states.
- 6.8.3 Promoting the family mission and upgrading its social and educational role and impact .
- 6.8.4 Achieving a higher level of justice and fairness between generations and genders.
- 6.8.5 Providing basic health care services to achieve motherhood requirements and safe delivery.
- 6.8.6 Protecting the population from the consequences of the deteriorating environment surrounding them.
- 6.8.7 Firm control on the delicate points of balances in water, energy and food security.
- 6.8.8 Executing educational programs and higher education in the field of rehabilitation, scientific and vocational education for students in relation to population.

#### **6.9 National Population Policy Goals:**

- 6.9.1 Achieving balance and integration between the requirements of overall development and the rate of population increase and the improvement of the quality of life.
- 6.9.2 Raising life expectancy at birth by reducing the rate of general mortality and the rate of mother mortality during pregnancy and delivery, milk feeding and the child mortality rate to 75% from the present rate by the end of the plan.
- 6.9.3 Achieving food and water security and the ideal exploitation of energy and national resources and achieving sustainable development especially in local, rural and urban development which balances growth needs with the essentials of environmental maintenance.
- 6.9.4 Ensuring home security and improving its conditions in rural and urban areas.
- 6.9.5 Consolidating population knowledge and skills through combating illiteracy (by 2020) and making basic education accessible to all (by 2015) and horizontal and vertical increase in secondary, higher, technical and vocational education.

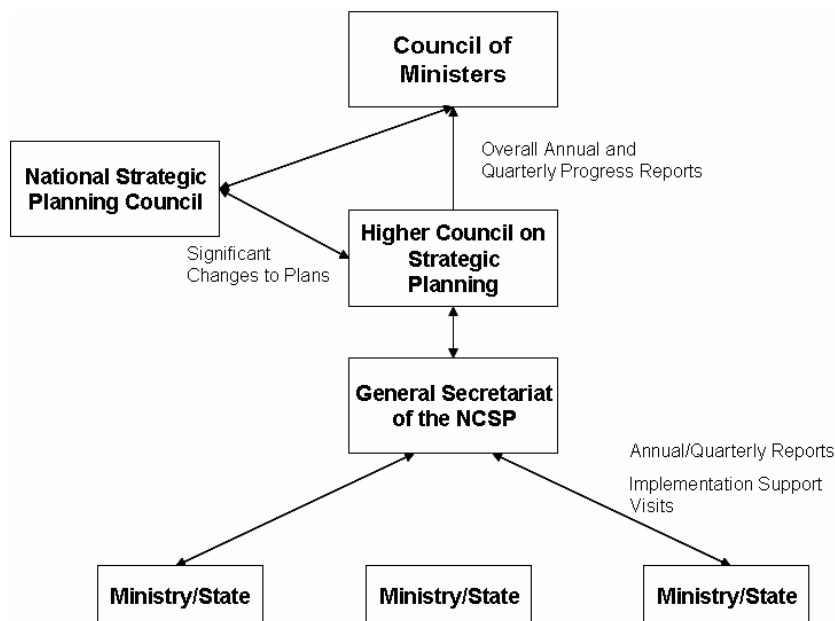
- 6.9.6 Achieving full employment by 2015 by improving labor conditions and increasing labor opportunities.
- 6.9.7 Achieving balanced geographical population distribution and guiding internal and external population movements through balanced development.
- 6.9.8 Enabling women to promote fully their potentialities, ensuring their civil and political rights and consolidating their participation in policy decision making.
- 6.9.9 Achieving good prenatal care to ensure healthy deliveries.
- 6.9.10 Achieving short term reduction and long term eradication of poverty.
- 6.9.11 Meeting the youth spiritual and material needs and facilitating the opportunities of capacity building for them.
- 6.9.12 Offering care for the elderly.
- 6.9.13 Enabling the greater sector of the population to access modern information technologies.
- 6.9.14 Ensuring the participation at all levels of the society, raising the awareness and knowledge and the commitment to the importance of the population related issues in order to reach a clear and unified vision on family and society issues and sustained human development.

# 7 Implementing the plan

## 7.1 Overview

- 7.1.1 Volume 3 of the National Strategic Plan sets out the approved strategic plans for Federal Ministries and States, which include the detailed policies, programmes and projects required to achieve the overall strategic objectives set out in this Volume 1.
- 7.1.2 The Minister, in the case of Federal Ministries, and the *Wali*, in the case of States, will be accountable for implementing the approved strategic plan for the Ministry or State. Responsibility for implementing specific policies or projects may be delegated, subject always to the overall accountability of the relevant Minister or *Wali*.
- 7.1.3 The overall structure for monitoring implementation of the Strategic Plan is set out in the diagram below. Each Ministry and State shall be responsible for submitting quarterly and annual reports of progress in implementing their plans to the General Secretariat of the National Council for Strategic Planning (GNSCSP). The Secretary-General, who is accountable to the Vice-President, shall then submit overall quarterly and annual progress reports to the Council of Ministers, on behalf of the Higher Council on Strategic Planning, chaired by the Vice-President.
- 7.1.4 The National Plan and the Ministry and State strategic plans are expected to be robust, and should not be subject to frequent or unjustified changes. Therefore, when a significant change in a Ministry or State plan has been proposed, this shall be considered by the full National Council for Strategic Planning prior to submission to the Council of Ministers for approval. Similarly, if the Council of Ministers proposes any changes to the plans, these should also be considered by the full National Council.

**Diagram []: Monitoring Framework**





## 7.2 Aligning plans with Ministry and State budgets

- 7.2.1 In order for the Ministry and State plans to be meaningful and capable of being implemented, it is essential that they are aligned with budgets. Achieving this will require careful co-ordination and dialogue between Ministries and States, the Ministry of Finance and Economy (MOFE) and the GSNCSF.
- 7.2.2 Before the end of September, 2007, and in subsequent years, each Ministry and State shall submit a draft operational plan and implementation budget for the following year to the GSNCSF and the MOFE. These draft plans and budgets will then be taken into consideration by the MOFE in preparing budget limits for Ministries and States. This process will also involve discussions between MOFE, the GSNCSF, Ministries and States.
- 7.2.3 Then, after the final budget instructions have been issued by the MOFE (usually in October each year) and before the end of the year, Ministries and States will be required to submit final operational plans and budgets for the following year, consistent with their approved five year strategic plans – subject only to any modifications arising because of the budget instructions. This annual operational plan shall form part of the Ministry or State's Annual Report. Further details on the content and structure of the Annual Report, and the Quarterly reports that are also required to be submitted are set out later in this section.

## 7.3 Performance monitoring

- 7.3.1 Continuous assessment of performance is a critical part of the ongoing management cycle. Ministries and States shall establish a performance monitoring framework for gauging the attainment of plan targets and the utilisation of resources. Monitoring is the continuous assessment of implementation of the Strategic Plan in relation to agreed delivery schedules, and of the use of planned inputs.
- 7.3.2 The performance monitoring framework, which will be underpinned by co-operation between Ministries and States and the National Council, serves to inform the Council of Ministers and the National Council, other stakeholders, the media and the public about the performance of the Ministry or State in relation to the services provided. Quarterly and annual progress monitoring reports are the principal formal accountability mechanism of the ministry linking review of the annual targets and 5 year Strategic Plan targets.

## 7.4 Reporting process

- 7.4.1 For Ministries and States the reporting process will involve the following:
- i.) The planning directorate within the Ministry or the strategic planning unit in the State shall prepare **quarterly monitoring reports** on the status of the implementation of the Strategic Plan and submit this to the GSNCSF via the Minister or *Wali*.
  - ii.) An **annual monitoring report** shall also be prepared by the planning directorate/strategic planning unit and forwarded to the GSNCSF. The annual progress monitoring report shall include an overall progress review for the year, together with the operational plan and budget for the following

year.

- iii.) Each report shall include a summary of the significant issues and developments during the reporting period, an overview of the Ministry or State's performance relative to the strategic plan objectives in that period and an outlook for the following reporting period.
- iv.) An **annual review meeting** on the Strategic Plan shall be held by the GSNCSPP with the Ministry or State to assess performance. A performance scrutiny committee will be formed by GSNCSPP for this purpose. The annual progress monitoring report will be assessed by this committee. Any recommendations on significant changes to the Strategic Plan or its implementation that may be needed will be made by this committee to the National Council.
- v.) The quarterly progress monitoring report will be reviewed by GSNCSPP in the first instance. Any significant issues arising from it which may need further strategic discussion will be forwarded to the relevant performance scrutiny committee for further deliberation and action.
- vi.) Strategic planning units in States may also be requested by the GSNCSPP to provide periodic implementation tracking data for standard set of key indicators/

7.4.2 On a quarterly basis the GSNCSPP will prepare and submit to the Council of Ministers a summary overall progress report based on the quarterly Ministry and State reports. These quarterly progress reports will highlight overall progress against the National Plan's strategic objectives and milestones. They will also include a description of significant issues, in particular those requiring the attention of the Council of Ministers.

7.4.3 On an annual basis the GSNCSPP will prepare and submit a detailed annual progress monitoring report. This will provide an analysis of progress against the overall strategic objectives and sector, Ministry and State priorities and objectives. It will also present a detailed analysis of the financial results in the year, and the implementation budget for the coming year. The annual reports will also include an explanation of any significant changes in the National Plan or its implementation policies and programmes.

## 7.5 Structure of performance reports

7.5.1 Quarterly and annual monitoring reports should provide sufficient information and analysis for the Council of Ministers and National Council to quickly make a well informed judgement on the Ministry's or State's performance against the targets specified in the Strategic Plan.

7.5.2 Each report shall include:

- **Section 1** – A **concise executive summary** of the report that indicates its purpose, key findings and highlights of progress against target indicators.
- **Section 2** – An **introduction** that briefly describes the objectives of the report and of the services, programmes and projects being reviewed.
- **Section 3** – A brief **background analysis** of the specific context and trends surrounding the services, programmes and projects being reviewed, from the

perspective of changes during the period being reported.

- **Section 4** – A report and analysis of actual physical and financial **results** in the reporting period against objectives and relevant indicators for services, programme and project outputs as specified in the 5 year Strategic Plan. This section shall also include the key tasks undertaken in the reporting period, and the resources used (physical and human) in achieving the results.
- **Section 5** – Comment on how the ministry is performing in contributing to **outputs and outcomes**, and other external factors which contributes to this performance (either positively or negatively). This section should also comment on the impact of the risks and issues identified in the 5 year Strategic Plan<sup>2</sup>.
- **Section 6** – a discussion of the **way forward** that sets out the steps to be taken in the next reporting period by the Ministry or State. In the annual report this section shall include the **operational plan and budget** for the coming year. This section shall also show how the ministry intends to address any negative impacts or risks and issues that have arisen during the reporting period.

## 7.6 Implementation support visits

7.6.1 At least once during the first year of implementation, and periodically thereafter, the GSNCSPP will conduct an implementation support visit to each Ministry and State. These visits are not intended as audit or inspection visits. Rather, their main purpose will be to enable a constructive dialogue to take place between the Ministry/State and the GSNCSPP on subjects such as:

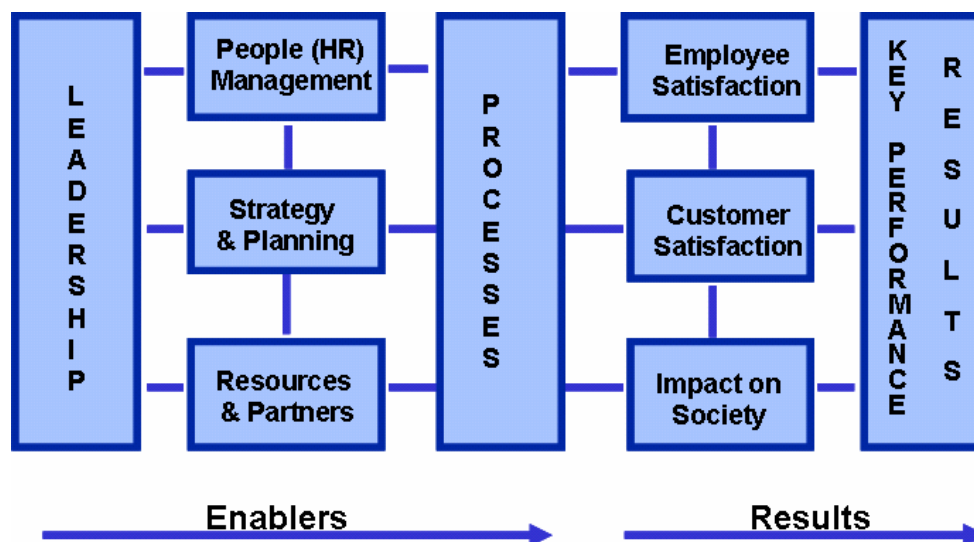
- Lessons learned from implementing the plans, including sharing of best practice. This will be of particular importance for States, which often will have similar priorities and implementation programmes;
- Common issues experienced in implementing the plans, or in meeting the reporting requirements;
- Proposed changes to the Strategic Plan;
- Particular challenges that may be affecting progress in the Ministry/State, together with potential resolutions, including additional support that may be available.

7.6.2 The visits will also enable the GSNCSPP to assess consistency in progress reporting standards between Ministries and States, and provide feedback to improve the quality of reporting. Furthermore, with the participation of key personnel in Ministries/States the visits will be used to assess organisational and leadership capacity as it relates to strategic plan implementation. The diagram below shows a simple, proven assessment framework that might be used.

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<sup>2</sup> For the annual report, results of any external scrutiny of the ministry (e.g., reports of the Auditor General, or those of any committees/commissions of the national legislature, or GSNCSPP constituted committee) should be also referred to in the analysis. Specifically the report shall show how the ministry has acknowledged any recommendations in these scrutiny reports in improving its services, programmes and projects.

Diagram []: Capacity Assessment Framework



The model forms the basis of a simple capacity assessment and benchmarking methodology. Feedback from assessment of performance against checklists of international good practice in each of the five enablers, and of data to evidence achievement in the four results areas can inform the continuous adjustment of strategic and operational plans. It can also identify vital priorities for capacity development and the creation of a balanced capacity development framework for a State, Ministry, or other Government Agency.

## 7.7 Capacity building to support implementation

7.7.1 The NCSP recognises that significant gaps in institutional and organisational capacity exist at all levels in Sudan, and these may impede progress in the implementation of the strategic plan. Shortages of key skilled staff – for example, experienced project managers, IT specialists – may also have an impact. Moreover, the current capacity of universities and other educational/training institutions in Sudan to provide specific and up-to-date training in public administration and management skills is severely limited.

7.7.2 As discussed previously in this paper, implementing the Government's Civil Service Reform strategy will make a major contribution to enable achievement of the Strategic Plan by:

- Reviewing the functions and structures of Federal Ministries, ensuring that they are 'fit for purpose';
- Right-sizing of departments – ensuring that staffing levels are consistent with mandates and demands;
- Reviewing and strengthening key policies and processes – such as planning and budgeting, service delivery, human resource development and performance management;
- Reviewing public service salary policies and levels to enable recruitment and retention of key skills;

- Strengthening capacity in critical functions that are historically weak – such as information technology, research and statistics.

7.7.3 At state and local government levels the Strategic Plan will also involve co-ordinated capacity building initiatives to strengthen the ability to deliver services effectively. These initiatives include:

- Strengthening human resource management and performance management processes;
- Improving work ethics, working practices and timekeeping;
- Introducing customer focused service improvements, such as Citizens' Charters and information/help desks;
- Establishing partnerships with civil society and community groups to improve service delivery.

Further details regarding the Civil Service Reform Strategy and State and Local Government capacity building are provided in Volumes 2 & 3 of this plan.

7.7.4 The plan will also involve strengthening public service training institutions – such as the Academy for Administrative Sciences, the Institute for the Study of Public Administration and Federalism, and the Management Development Centre – and building partnerships with universities and private institutions in Sudan to increase the supply of qualified Sudanese people with the key skills needed to drive implementation of the plan in States and Ministries. Specific initiatives with universities and training institutions will include:

- Establishing twinning arrangements with respected Civil Service training institutions in other countries in Africa, Europe and elsewhere;
- Reviewing and strengthening curricula, particularly in the area of public service management;
- Developing e-Learning and distance learning training programmes.

7.7.5 More generally, the plan recognises the need to strengthen Sudan's expertise and research in key technical and scientific fields, in order to improve productivity and economic growth through the introduction of new technologies. Volumes 2 and 3 of the plan set out details of the proposals to improve linkages between the public service and academic and research institutions, and to increase research funding in key areas.

## **7.8 Support from the International Community**

7.8.1 This five year National Strategic plan fully incorporates the Government of Sudan's and the GoSS's JAM commitments and, in turn, the success of the plan depends on the international community honouring its existing pledges and commitments. Moreover, in many respects the plan goes significantly beyond the JAM reports, and donors are invited to pledge further support for elements in the plan.

- 7.8.2 Although the plan does not propose to replace existing implementation frameworks and processes for the Multi-Donor Trust Funds (MDTF), it is expected that inclusion of programmes and projects within the plan will increase the speed at which the MDTF implementation process operates, and reduce the significant delays that have affected progress to date. To this end it is expected that the recently established Aid Management Higher Committee<sup>3</sup> will provide a mechanism through which the Government of Sudan can discuss and agree priorities with the donor counterpart group.

## **7.9 Evaluation**

### **7.9.1 Introduction**

- 7.9.2 The final key step in strategic planning is the application of an evaluation framework. Whilst performance monitoring allows for the supervision of operational performance on an ongoing basis, evaluation provides a more comprehensive assessment. Indeed, evaluation is the periodic assessment of an intervention's relevance, performance, efficiency, and impact in relation to stated objectives.
- 7.9.3 Evaluation necessarily involves consultation with stakeholders. Therefore this process plays an important role in the relationship between institutions of government and the communities they serve. The evaluation process potentially facilitates meaningful and constructive dialogue in the development of government services. It therefore fulfils a wider role than just appraisal.
- 7.9.4 Whilst it may be the last step in the strategic management cycle the evaluation framework should be designed and planned at the outset. In particular, planners must be clear about what the planned interventions must achieve, and reflect this clarity of vision in setting targets and selecting performance indicators to measure the attainment of targets.
- 7.9.5 Moreover, it is the Government's intention that an overall evaluation of the National Plan is undertaken towards the end of the 5 year Plan period. This process will be used to inform the development of the next 5 year plan for 2012 – 2017. As such, this can only be done if arrangements are made to evaluate the components of the National Plan at the ministry, state and GoSS levels.
- 7.9.6 Consequently, each ministry shall need to delineate in its Strategic Plan its intentions to undertake an evaluation of the Strategic Plan performance. Appropriate financial resources should be set aside in the Strategic Plan for evaluation tasks.

### **7.9.7 Evaluation questions and approach**

- 7.9.8 A number of specific evaluation questions need to be answered by each ministry. These variously focus on issues of:

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<sup>3</sup> On the Government of Sudan side, the Aid Management Higher Committee includes the President, the Vice-Presidents, the Minister of Finance, the Minister for International Cooperation, the Minister for Humanitarian Affairs, and the Secretary-General of the National Council for Strategic Planning. The donor counterpart group has not yet been agreed.

- **Relevance** of the Plan performance to the ministry's goals;
- Are the services, programmes and projects provided by the ministry **effective** in performing against their primary objectives, and together in meeting the Strategic Plan goals?
- Are the interventions **efficient** (in offering value for money)?
- Do the interventions laid out in the Strategic Plan generate positive outcomes or **impact**; and
- Are the results **sustainable**?

7.9.9 This is not an exhaustive list, and ministries may have further questions they wish to evaluate. However, evaluations should at a minimum be framed to allow these questions to be answered.

7.9.10 Appraisals should focus on whether the ministry's approach to managing its portfolio of interventions is consistent with good design and practice. This is in terms of its ability to achieve development outcomes through appropriate organisational and operational objectives and structures and key processes. Secondly, the task is to evaluate the efficacy of the services, programmes and projects and the contribution they make to the ministry's objectives. There are thus two general approaches:

- One implies a **process evaluation** that will demand an approach that is primarily qualitative in nature – that demonstrates whether the ministry's activities reflect good practice;
- The other is an **impact evaluation** that theoretically measures the impact its interventions have on defined outcome measures.

7.9.11 Each ministry should ensure that both these aspects are addressed in its evaluation framework.

### 7.9.12 Evaluation reports

7.9.13 Each ministry will need to produce at least one evaluation report covering the performance of its Strategic Plan during the period covered by the 5-year National Plan. Evaluation studies should be commissioned from reputable, organisations that are independent of the ministry. It is important that evaluations are undertaken by independent professional parties to ensure there is no bias in reporting and to enhance credibility of the process.

7.9.14 Evaluation reports can be prepared with a high degree of flexibility, as the issues addressed and methods used can be diverse. However, at a minimum, the evaluation should assess the following issues:

- The overall **goals** of the Strategic Plan and the contribution that the individual services, programmes and projects make towards these. Ministries shall focus on the outcomes of these interventions as far as is practicable, and should seek evidence of the impacts that are being generated;
- Alignment of the Strategic Plan and the design of its supported interventions with its **purpose**. Ministries shall assess progress towards achievement of

this;

- Identifying the specific **outputs** produced, where ministries should also look to gauge the quality of the output delivery; and
- An analysis of **inputs and activities**, where efforts shall be directed to understanding the appropriateness, sufficiency and efficiency of the activities undertaken.

## 7.10 Implementation timetable and milestones

7.10.1 Annex [] of this paper provides a matrix showing the overall timetable and key milestones for plan implementation – focusing in particular on the main cross-cutting implementation strategies. This matrix also identifies the Ministry/Agency accountable for implementation in each case. The implementation timetable also incorporates the principal actions set out in the CPA and JAM reports.

7.10.2 More detailed implementation timetables and milestones for sector and Ministry and State plans are provided in Volumes 2 and 3 of this plan.

7.10.3 The overall implementation timetable is considered ambitious but achievable. It recognises the urgent need to make rapid progress in a number of strategic areas, including:

- Implementing key steps in the CPA, DPA and ESPA [more detail to be provided] and other measures to assure stability and peace;
- Expanding provision of basic services in health, education, housing, water/sanitation, especially in war-affected areas and for returnees;
- [Further brief details of urgent strategic actions.]

7.10.4 As noted above, quarterly progress reports to the Council of Ministers will focus on progress against the Strategic Plan's timetable and key milestones.