Africa Integrity Indicators – Country Findings

Transparency & Accountability 2014 | Transparency & Accountability 2015 | Transparency & Accountability 2016
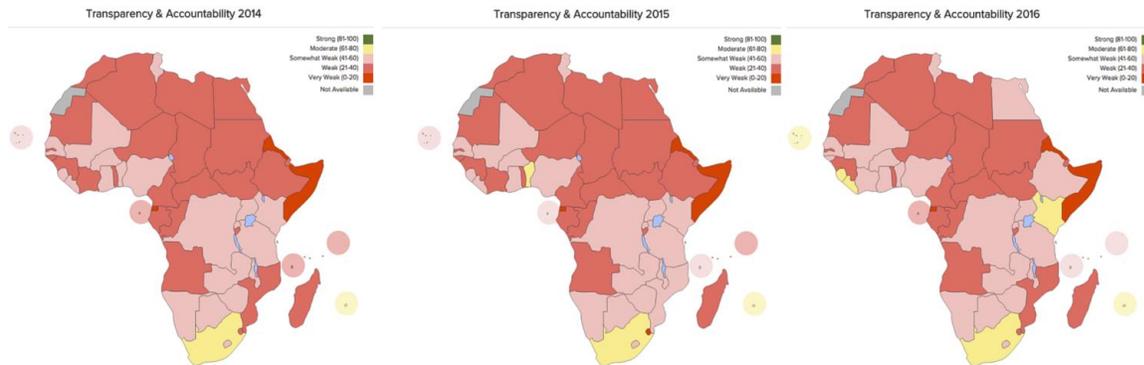
Who is Global Integrity?

Global Integrity supports progress toward open and accountable governance in countries and communities around the world. We focus on generating research and data, supporting the work of country-level reformers, and influencing global conversations on open governance. Our work covers a number of themes, with data, learning and citizen engagement at the core of everything we do. To know more about us, visit our website at www.globalintegrity.org.

What are the Africa Integrity Indicators?

In 2012, Global Integrity embarked on a five-year collaboration with the Mo Ibrahim Foundation to generate the Africa Integrity Indicators (AII), which assesses key social, economic, political and anti-corruption mechanisms at the national level across the continent. Global Integrity staff recruits and manages teams of in-country contributors in 54 countries to generate original governance data on an annual basis.

The questionnaire has 114 indicators and is divided in two main categories: Transparency & Accountability and Social Development. The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information. The Social Development indicators category consists of 51 indicators about gender, rights, welfare, rural sector, business environment, health and education.

The rich data set is designed to be particularly fruitful in identifying both bright spots as well as areas for improvement at the country level. The years of data include 2013, 2014, 2015, 2016; the next round of research will begin later in 2016 and be published in April 2017. To access our data, visit our project website at http://aii.globalintegrity.org.

Note: Each round of research is named from its year of publication. Thus, the 2016 round of research covers the period from September 2014 to September 2015, with only sources relevant to this period of study being accepted.

Get in touch with us

Global Integrity is dedicated not only to producing high quality data, but ensuring that it is as useful as possible for reformers (both inside and outside of government) around the world. If you're interested in working with this data to identify opportunities to support open governance efforts in your country, contact us at aii@globalintegrity.org.
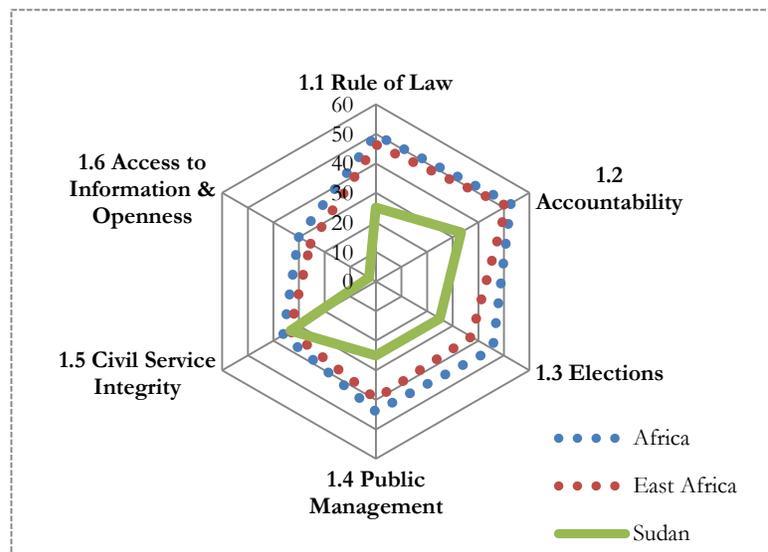
Sudan – Country Findings Summary

1. Transparency & Accountability

The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information & openness. The indicators look into transparency of the public procurement process, media freedom, asset disclosure requirements, independence of the judiciary, and conflict of interest laws, among others.

The overall category scored showed an increase by three points from 21 in 2015 to 24 in 2016 ("weak" on the Global Integrity scale).[1]

Of all six subcategories, aggregate scores of five were below the Eastern African and the continental averages. With aggregate scores of 33, both Accountability and Civil Service Integrity were the highest performing subcategories ("weak" on the Global Integrity scale). They were followed by the subcategories Rule of Law, Elections and Public Management, which all earned aggregate scores of 25. The lowest performing subcategory in 2016 was Access to Information &

< Figure 1 > Sudan's subcategory scores in comparison to the region and the continent. The radar chart depicts the country's aggregate scores of each of the six subcategories under Transparency & Accountability, in comparison to average scores of the continent (blue dotted lines) and the country's region (red dotted lines).

Openness; it earned an aggregate score of 3. Next to Equatorial Guinea and Eritrea, Sudan was one of the three countries to earn an average below ten on this subcategory.

Selected highlights

- **The National Audit Chamber (NAC) reported irregularities, but faced obstacles in accessing accounts of certain government institutions.** The NAC is the institution mandated by law to audit all government accounts (indicator 5). The Interim Constitution of 2005 establishes the independence of the NAC, but does not empower it to directly refer cases to the prosecutor's office (indicator 6). While auditors generally have the autonomy to audit any account, the NAC noted difficulties in accessing accounts of the National Security and Defense Ministry in its 2014 report. As

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[1] The Global Integrity scale on the Africa Integrity Indicators website is as follows: 81-100 (Strong), 61-80 (Moderate), 41-60 (Somewhat weak), 21-40 (Weak), 0-20 (Very Weak)

indicator 7 noted, accounts of the National Intelligence and Security Services (NISS), the police and the army are also rarely audited. These restrictions explain the low score of 25 that indicator 7 received, despite the fact that the NAC did not shy away from highlighting irregularities in its reports. For instance, the Chamber revealed 55 cases of corruption involving different governmental institutions. The Auditor General El Taher Adbelgayoum also reported financial abuses to the Parliament that were uncovered at the Ministry of Guidance and Endowment, and in diplomatic missions abroad. The Auditor General was appointed in 2010 and is considered to be competent and proactive in reporting irregularities, even though the government generally does not take any action to prosecute cases. By law, the Auditor General is appointed by the President with parliamentary approval. However, the former Auditor General was removed by the President without due process by a peer panel or an independent oversight body, explaining the low score of 0 that indicator 8 received. Despite its outspokenness, the NAC does not make its reports available to the public. There were ten publications on its website at the time of the research, but all dated back to 2010 and 2011 (indicator 9).

- **There is no independent body mandated to receive and investigate cases of alleged public sector corruption.** While the Sudanese Criminal Act of 1991 criminalizes corruption in the form of offering and accepting bribes, extortion or embezzlement (indicator 10), no law exists to establish an institution mandated to investigate alleged cases of public corruption (indicator 11). Back in January 2012, President Omar al-Bashir did establish the country's first anti-corruption agency, but its head was removed one year later for not finding any evidence of corruption, and the agency has not been operational since then (indicators 13 and 14). Thus, officials suspected of corruption are not investigated. For example, irregularities uncovered by the Auditor General in its 2014 report were not followed up on, as reported in indicator 12.

- **Appointments to the National Elections Commission (NEC) does not support its independence, and the Commission's airtime allocation was not followed during the presidential elections of 2015.** The Constitution and the National Elections Act of 2008 mandate the NEC to administer and manage elections in Sudan, and establish its independence from other branches of government (indicator 19). However, the independence of the NEC is not guaranteed in practice. In July 2014, the chairman Mokhtar Alasom, the deputy chairman Abdallah Mahdi, and the two members Sobhi Fanos and Ata-Allah were appointed by the President despite heavy criticism from the opposition (indicator 20). While all four members are qualified for their positions, concerns of conflict of interest were raised against the chairman, in relation to the illegal awarding of bids in the establishment of an elections training center during his time as a NEC member in 2010. Furthermore, while appointments require parliamentary approval, the ruling party NCP holds control over the Parliament. During the campaigns for the presidential elections in 2015, broadcasts in public media mainly covered the NCP and the President, and this, despite airtime allocations by the NEC that provided 20 minutes for free to candidates and 30 minutes for free to political parties (indicator 23). The pre- and post-elections report the NEC published in 2015 contained the general results, voter turnout and list of elected candidates, but did not touch upon more substantive issues, such as compliance, fairness and due process (indicator 22).

2. Social Development

This category covers seven subcategories, including rights (civil society space and minority rights), gender, business environment and infrastructure, rural sector, welfare, health, education, and civil registration. Because the Social Development portion of the research only includes a small number of questions per each topic area, we only provide the scores for each individual indicator and don't provide aggregated category or subcategory scores. However, the individual indicators themselves contain a wealth of information across a breadth of topics, a select few highlights of which are noted below.

Selected highlights

- **Citizens and workers were not able to associate freely and NGOs operated in a highly restrictive environment.** As noted in indicator 67, permits for a public gathering are difficult to obtain as the Criminal Act of 1991 in its Chapter 8 states that "every one will be considered as a riot maker if he joins more than 5 people aiming to take his real or assumed rights in a way that may cause the general peace disruption". In April 2015, a number of political activists were arrested in different parts of the country. For example, in Lagawa city in the West Kordufan state, a peaceful protest against the aggressive practices of the Rapid Support Forces were forcefully repressed, and three of its organizers were arrested. Under the Trade Union Act of 2010, workers can organize into trade unions within their workplace, but are not free to join unions of a wider scope based on their profession or interests (indicator 65). NGOs also operated in a restrictive environment; as reported in indicator 68, NGOs operate under the supervision of the Humanitarian Aid Commission (HAC), and those with members from the opposition or other political organizations are reported to generally see their registration rejected. Certain NGOs were also shut down during the study period (indicator 70), such as the Sudanese Consumers Protec tion Society in May 2015 after holding a workshop on the transportation challenges faced by schoolchildren. Moreover, the secretary general and a member of the Society were arrested, and the former was imprisoned after interrogation (indicator 69).

- **Women's representation in parliament was relatively high, while the percentage within the national cabinet a nd the highest branch of the judiciary did not exceed 15%.** After the 2015 general elections, there were 130 women out of 426 members in parliament (30.5%). Indicator 87, thus, earned a 75 score and stood above the East African average of 69 and the continental average of 56. On the
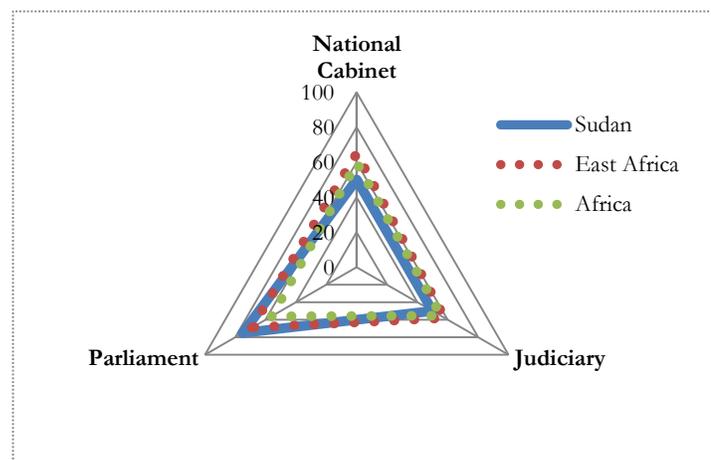
< Figure 2 > Sudan's female representation in the three branches of government compared to the country's region and the continent.

other hand, among the 89 judges in the Supreme Court, there were a total of 13 women (14.6%). There were no women among the 21 members of the Appeal Court. Indicator 86 earned a 50 score and stood slightly below the regional average of 58 and the continental average of 56. The national cabinet is composed of 28 members of which four ministers are women (14.3%); the portfolios in questions include General Education, Higher Education and Scientific Research, Social Welfare, and Communication and Information Technology. Indicator 85 obtained a score of 50, below the regional average of 65 and the continental average of 60.

- **The country showed low statistical capacity.** While the Sudan Central Bureau of Statistics (SCBS) reports on the unemployment rate in Sudan, it does not have any statistics on youth unemployment (indicator 91). It also does not collect any data on infrastructure, and such information is generally released when the government works with international organizations on relevant projects (indicator 93). On the other hand, the SCBS collects statistics on poverty through its National Baseline Household Survey. However, the most recent survey was conducted in 2009, as reported in indicator 92. All three indicators earned low scores of 0.

The above findings capture selected highlights and are not an exhaustive analysis of the collected data. We encourage interested users to access our website for detailed comments and sources for 114 individual indicators.