

The World Bank

**Assessment of Localities' Compliance
with Minimum Qualifying Criteria and
Identification of their Capacity Needs in
Northern Sudan, World Bank/LICUS**

Ed'Debabat

Assessment report

September 2006

COWI

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1 Introduction

A Community Development Fund project, executed by the Ministry of Finance, and funded by the Northern Sudan Multi-Donor Trust Fund is planned to provide urgently needed local public infrastructure and, in the longer term, to establish the capacities, mechanisms, and procedures in selected localities to enable them to support sustainable, locally-led development.

In the short-term a Programme Implementation Unit will be responsible for transferring funds for locally defined priority projects in the localities while over time the project will build the capacity of localities to plan, allocate resources and implement and manage such investments on their own. It is expected that some localities here and now will be able to efficiently manage such grants for improved service delivery at the community level, while other localities through the support will develop the necessary capacities over time.

In support of these objectives a capacity assessment of 16 selected localities in Northern Sudan was undertaken to:

- 1) Identify localities that comply with the Minimum Qualifying criteria (MQC) for accessing funding under the community development window of the CDF programme.
- 2) Identify localities that comply with the Capacity Building Support Access Criteria (CBSAC) for accessing funding under the capacity development window.
- 3) Assess the functional capacity needs of localities using the tentative Performance indicators.

This report is the capacity assessment of Ed'Debabat, which supplements similar reports for each of the 15 other localities assessed.

All the localities have been assessed based on the same set of criteria and performance indicators that were defined in a separate exercise. The criteria and indicators focus on functional areas such as planning, budgeting, financial management, human resource management, political institutions, etc., and reflect the legal framework in place in 2005 combined with a vision of decentralised local governance. However, since 2005 new State constitutions and state local government acts have been developed, and in three of the four states involved in the assessment the new legal frameworks are not yet approved.

The assessment was undertaken by COWI A/S in collaboration with DEGE Consult Ltd over a period of two weeks in September 2006. Four different sub-teams covered the 16 localities. Each sub-team was composed of an international consultant and two Sudanese representatives from local or national governments, private sector or the NGO sector. The teams spent one to two days in each locality interviewing relevant staff and political representatives, and reviewing relevant available documentation. The assessments were guided by a checklist based on the toolkit which was filled by all team members to ensure a systematic coverage of all the capacity criteria and indicators. Moreover, the State administrations in Blue Nile and North and South Kordofan were visited for interviews on the decentralisation setup and projected future arrangements in the given State.

The structure of the report follows the presentation of functional areas in the toolkit. Following the introduction, chapter 2 addresses the locality's compliance with the MQC. Chapter 3 looks at the locality's compliance with the Capacity Building Support Access Criteria. Chapter 4 assesses the locality's capacity based on the performance indicators. The conclusions regarding the locality's compliance with the MQC, CBSAC and assessment of functional gaps and capacity needs are presented in chapter 5. Here summary tables on the MQCs and performance indicators are also presented for easy reference. Issues arising from the assessment of relevance to future assessments are presented in chapter 6. The appendices include, among other, a summary of the relevant checklist filled by each sub-team.

It is noted that the 2006 assessment is the first assessment of the capacity of the localities under the CDF programme and the findings will serve as a baseline for future assessments, including the definition of performance criteria. In addition, a synthesis report outlines the general capacity level and challenges of the localities in Northern Sudan, including considerations regarding capacity building strategies.

1.1 Ed'Debabat

Ed'Debabat was part of Dilling locality up to February 2006 when it was founded as an independent locality. Its Commissioner has been appointed and sworn in but he has not yet taken up his position in the locality. Until the Commissioner moves to the Ed'Debabat, the locality will continue to be managed as an administrative unit.

An Acting Executive Director, reporting to the Executive Director of Dilling, is responsible for the daily administration. However, Dilling maintains the decision making powers in most areas, including all authority for making payments.

De'Bababat is set on the railway line that crosses to the western part of Sudan. Its topography is dominated by sand dunes and scattered thorny tree and gum Arabic trees grow in abundance in the area. It is also set right on the paved road between El Obeid and Dilling, which provides it with relatively good access

conditions. Most of the other roads of the locality are accessible throughout the year.

The main economic activities are cultivation of sorghum, ground nuts (ground nut oil mills exist), and keeping of cattle, sheeps and goats. Due to its location retail trading is an important activity.

Ed'Debabat is a multi-tribal locality with Arab tribes and West African tribes (Burgo, Burno, Badeiria) and much interaction and inter-marriages between the ethnic groups. It is a semi-urban setting with some existing townships and the potential for further urban development.

1.2 Assessment context

A reservation regarding the assessment of Ed'Debabat is that as an administrative unit under Dilling several of the criteria and indicators of the tool kit are not directly relevant to the locality. For instance since Ed'Debabat is financially integrated into Dilling, it is not authorised to make payments and no separate accounts and financial documents exist for the locality. There is also not much of a history of documentation to review, since it is only recently established. Besides, as in other localities in South Kordofordan, the Legislative Councils and Executive Committees are not in place because of the pending state constitution. It was therefore not possible to address the full range of questions in the toolkit.

2 Minimum Qualifying Criteria

2.1 Development Planning and Budgeting Capacity

Functioning of the Locality Executive Committee in development planning.

Ed'Debabat so far has no Legislative Council or Executive Committee since South Korfordan's new Constitution and Local Government Act are still awaiting approval at State level.

For the interim period planning has been left to a "Development Committee" forum. This is composed of the Acting Executive Director, Heads of Departments, and also NGOs working in the area as well as certain "famous people", i.e. prominent people and "opinion makers" of the locality.

Immediately the committee seems to have been set up for the occasion of responding to the new State Government's request to the localities to prepare updated plans and budgets for the June-December 2006 period. To this end the Committee met in March 2006. It was said to meet monthly but this practice could not be confirmed. Minutes are available only for the meeting in March 2006 (Fil. No. 12/B/1, 31st March, 2006).

Technical staff provided input to the discussions of the Development Committee Forum with regard to specific issues (e.g. agriculture, security, etc.). Regarding involvement of the "famous people", the Acting Executive Director's practice has been to rally these people for support to particular investments. The "famous people" (who may live outside Ed'Debabat) contribute with funds, but also use their connections and influence to garner wider support in the locality to the particular investments, often ensuring financial contributions. An example was mentioned of an investment in a water post next to the hospital, which should remove the time-consuming need to fetch water from far away. The Executive Director went to the "famous people" who consented to mobilise funds for the water post from their own pockets as well as their networks.

Timely and council-approved annual social and economic plan. The outcome of the March 2006 meeting was the locality's "annual plan", which consists of a list of priority projects sent to the State level to request for funding. Some specification of the priority projects has been made in the list (e.g. water sources, locality infrastructure, planning of towns and villages, etc.). The format required by the State level is adhered to and it was signed by the Commissioner.

The plan was discussed in the Development Committee referred to above, but it has not been discussed in the Legislative Council or other political fora since they have not yet been put into place in the State.

Timely and Legislative Council-approved annual budget. In March 2006, the State authorities directed the Commissioners to draft a part-annual budget for the June-December 2006 period to meet the costs of setting up the localities. Therefore, in its meeting in March 2006, the Administrative Committee prepared a budget for that period (the first for Ed'Debabat locality).

The budget was prepared according to the guidelines and signed by the Commissioner. However, the budget was not signed by any Council chairman given that the council was not in place yet (Reference to minutes of meeting 31st March, 2006, Fil. no. 20/B/1.).

Clear link between annual plan and annual budget. The priority projects of the "annual plan" appear in the budget sent to the State authorities reflecting that the projects and budget were discussed at the same meeting on 31st March. Such projects include maintenance of schools, power networks of Ed'Debabat town, water network of the town, and some "peace building" projects. There is therefore a clear link between the annual plan and budget. At the same time there is no guarantee that this link will be maintained in the State approved version of the budget.

Capture of operational costs in the budget derived from capital investments. There is no direct link seen between the capital part of the budget and the recurrent budget.

Capture of maintenance costs in the budget derived from the capital investments. Maintenance costs derived from the capital part are not reflected in the budget.

2.2 Fiscal Capacity and Financial Management

No decrease in own revenues in nominal figures for the previous-year-but one to the previous year.

Year	Own revenue collections (SD)
2004	17,568,100
2005	23,460,000
2006(Jan-June)	6,733,000

Own revenues in the locality increased in nominal terms between 2004 and 2005 by approximately 33% (see table above), which means this criterion is complied with.

Co-funding requirements complied with for capital investments. The locality does not yet engage in any arrangements involving co-funding. Therefore the minimum qualifying criteria under this heading are not relevant at this point.

2.3 Financial Management

Entire final accounts for the previous financial year produced on time and submitted for audit. As mentioned earlier, Ed'Debabat so far has no authority to issue payments and remains financially integrated in Dilling. Therefore, no separate accounts exist for Ed'Debabat and the locality is not involved in preparing any accounts or submitting these for audits. It has therefore not been possible for Ed'Debabat to comply with this criterion.

All books of account maintained up to date. Since Ed'Debabat is not authorised to make payments, the locality is only required to maintain the financial books that relate to tax collections; these are all kept up to date.

A first general bank account has recently been opened for the locality (April 2006) in anticipation of the transfer of full payment authority to the locality when the Commissioner takes up his position. Payments will have to be co-signed by the Commissioner and the Executive Director.

Project specific account opened and ready for operations. Since no projects have so far been decided, no project specific accounts have been opened. The minimum qualifying criteria relating to project specific accounts are therefore not relevant to consider at this point.

Internal audit function in place, including submission of quarterly reports to the Council and the State. As mentioned earlier, since the locality remains financial integrated in Dilling no separate audit reports have been prepared for Ed'Debabat. The locality has therefore not been able to comply with this criterion.

Also, no internal audit function is in place, which reflects that the need so far for such function has not existed. However, given that Ed'Debabat will soon function as a full-fledged locality, the need exists and it is relevant to apply the criterion of an internal audit function.

Clean audit report for the last audited year. No audit reports are available for Ed'Debabat as it has not yet prepared its separate accounts.

No major financial irregularities noticed during the year and/or irregularities unsettled from previous years. As stated, no audit reports are available to document financial irregularities. However, the financial integration into Dilling's administration has limited the probability that irregularities have occurred. On the tax collection side the books inspected appeared in order.

2.4 Procurement

Tender evaluation committee has been established and tender procedures are as per regulations. Ed'Debabat has so far not made any procurements as this has remained the responsibility of Dilling or the State level. Nevertheless, a committee is reported to exist for "local procurements" consisting of the Storekeeper and Head of Accounts, and also for "large procurements" composed of the Acting Executive Director, Financial controller and Storekeeper. Minutes were said to exist for these meetings but they were not available to the team.

2.5 Functioning of Political Institutions

Legislative Council in place and operational. As said, the Legislative Council is not yet in place due to the pending State Constitution and local government act. So far the Development Committee is dealing with all questions of planning and budgeting.

2.6 Staff Functionality

Positions of Executive Director filled with requisite qualifications. The total number of staff working in the locality is 386 of which 46 work in the administration. All positions are said to be filled. However, the internal audit function/position is open and it could not be firmly established if the post of Head of Administration is filled.

Most staff including heads of departments have secondary school education although a few have university degrees. Several of the staff, including heads, have only a few years of experience ranging from 2-10 years. Some staff had only a few years of experience in their area of responsibility; the Head of Staff has only two years of experience in total and no background or other experience in staff management; the Head of Accounts has a certificate in accounting, but no practical experience in preparing accounts (since it is done in Dilling).

So far the position of Executive Director is filled by an Acting Executive Director with restricted powers. The Acting Executive Director has a university background in art studies (bachelor) and prior experience in teaching. With regard to the requisite qualifications he has no prior training or experience from work in public administration, budgeting or planning.

Head of Administration and Finance Affairs Section filled with requisite qualifications. It is unclear if the position of Head of Administration and Finance Affairs is filled. During the assessment some confusion arose in the locality concerning which exact position was referred to, which suggests that there may not be full awareness about the requirement and role of that position within the locality. The responsibilities appear to be managed by the Head of Accounts.

3 Capacity Building Support Access Criteria

3.1 Human Resource Development Capacity

Capacity building/training plan in place specifying how the capacity building support will be spent. A capacity building or training plan does not exist for Ed'Debabat. The locality has filled the State administered form on needs regarding training courses together with Dilling. The needs relating to Ed'Debabat are thus integrated into Dilling's form and not available in Ed'Debabat.

Human resource function in place (designated unit/person). The position of Head of Staff is filled, which suggests that a human resource management function is provided for. However, an organisational chart was not available to illustrate and document the existence of this function. The appointment of the Head of Staff was confirmed by way of an appointment letter dated May 2004. The position is mainly occupied with operational staff issues (salaries, etc.) and not strategic issues and goals such as human resource development.

As noted previously the Head of Staff has no educational background in or prior experience with staff management and human resource development. Her general experience is limited to two years after university and she emphasised her weak practical experience with staff management.

4 Performance Assessment

4.1 Development Planning and Budgeting Capacity

Existence of a participatory planning process. A participatory planning process does not seem to be firmly in place. Some attention to involvement of the People's Committees is seen by the locality's sharing of the 2006 plan with the Committees for comments and suggestions. The involvement happened after the draft plan had been prepared. The comments of the Peoples' Committees were said to be considered in the final plans, however, no minutes were available to illustrate the comments made or how they were incorporated. A reference was also made to the latest formal meeting with the specialised committees of the People's Committee, however, this took place in September 2003. There is no indication of any participatory involvement of the People's Committees in the one case of planning (the 31st March meeting) so far occurring in the locality under its new status.

The People's Committees have women memberships, but there are no indications of any approaches or indications of capturing the special needs of women or special groups.

NGOs exist in the locality in the areas of health, water, training and working with traditional leaders. There is no harmonisation of the planning processes promoted by the NGOs with those of the locality.

No outright appraisals take place of development projects with involvement of the technical staff of the locality. This reflects the planning process whereby the role of localities is to propose project ideas to the State which then chooses among the options; no appraisal takes place in between, except for what is inherent in the State's decision.

An Executive Committee, Committees of Council, Legislative Council, etc. are not in place to enable discussion and approvals of plans and projects.

In summary, there does not seem to be any practice or experience with any elements of a participatory planning process in the locality.

Quality of the annual development plan - must adhere to the provided format. Along with other localities in South Kordordan, Ed'Debabat was directed by the State in March 2006 to prepare updated plans and budgets for the

period June-December 2006. A meeting was therefore held on 31st March 2006 by an ad hoc "Administrative Committee" set up for the occasion, composed of the Acting Executive Director and his Heads of Departments. The Committee prepared a list of priority projects to be forwarded to the State level for funding.

Since no funding guarantee or budget ceiling is provided as the basis for the locality's planning process, the list does not constitute a "vision"-based and resource constrained plan. Moreover, the project priority list contains no general background information on the locality, it is not based on a participatory planning process involving the People's Committees, it contains no analysis of locality-peculiar challenges and opportunities, no implementation strategies, procedures for monitoring or highly detailed investment profiles of the proposed projects, including background, objectives, etc. The plan is therefore not of a "high" quality. At the same time, the plan adheres to the format required by the State.

Comprehensive strategic medium-term plan in place. The locality has no medium-term strategy or any plans beyond the project list for 2006 referred to above.

Budgeting capacity. The locality has weak budgeting capacity since it has no experience from previous years to draw upon. It also means no previous budgeting performance can be relied on as basis for the budgeting. Revenue projections are not made for the medium term. The 2005 accounts were not available (part of Dilling's accounts) to establish budget deviations and the share of non-chapter 1 items in the budget.

4.2 Fiscal Capacity

Revenues. Revenue collection increased by 33% between 2004 and 2005. However collections for the period January-June 2006 so far represent only one-fourth of last year's total collections.

The locality had no information on targets for the previous years. The target for 2006 is 31 million SD compared to last year's 26 million SD and this year's collections of 6.7 million SD.

There are no explicit or clear strategies for how to improve revenue collection. The immediate inclination is to raise tax rates, an idea the staff plans to discuss with the Commissioner.

Revenue management. As seen above, collections for 2006 appear behind target. No explanations were given for the apparently weaker performance in 2006 compared to previous years.

The standard accountability measures for tax collections (registers, authorised collectors, etc.) are in place and books are maintained in accordance with the State-defined procedures and are up-to-date. However, there is no feedback given to communities regarding the amounts collected.

Expenditures. As no accounts were available for the locality (due to the financial integration in Dilling) it was not possible to calculate the level of administrative expenses compared to own revenues. The staff was unable to provide any indications of the level, but in consideration of the limited level of own revenue collections the share is expected to be comparatively high.

For the same reasons (again with no confirmation possible based on accounts), the locality informs that no part of the own revenue is spent on capital investment. The own revenue is thus entirely consumed for recurrent and maintenance purposes.

4.3 Financial Management and Audit Capacity

Budget execution and cash flow. Since the locality is financially integrated in Dilling, no cash outflows are managed by the locality. All payments continue to be made by the Executive Director of Dilling until the Commissioner takes up his position in Ed'Debabat, even small payments from petty cash. To the knowledge of Ed'Debabat's staff payments are normally made on time. Since the locality's only financial responsibility relates to tax collection, this criterion is not fully relevant to Ed'Debabat.

Accounting. All accounting takes place in Dilling, which means this criterion is not fully relevant Ed'Debabat. With regard to asset management each section keeps its own system, which in turn is linked up to the system of the relevant line ministry at state level. Again, the records are kept in Dilling based on monthly reports prepared by technical staff from Ed'Debabat. Copies of the reports were not obtainable at the locality. Financial documents are locked in a safe.

Internal control. There is no internal control system in place. This partly reflects the financial integration into Dilling. At the same time no plans or appreciation of needs were perceived regarding an internal audit function for the coming graduation to a full-fledged locality.

The safeguards relating to revenue collection follow the standard procedures of the State, including receipts, double-checks and double-signatures. The standard procedures do provide for segregation of duties, conflicts of interest, etc. There are no additional, internal safeguard procedures or internal accounting or reporting regulations in place.

Efficiency and effectiveness audits are not undertaken, apart from the inspections by the line-ministries in the form of the bi-annual visits to check on the status and problems in their service areas.

4.4 Procurement Capacity

Procurement organ. So far the locality has no authority to make procurements and thus no full-fledged systems are in place to undertake procurement, besides the Procurement Committees established. There is no experience with procurements nor any plans or concepts for the systems that will be put in place once the locality receives authority to make procurements.

Procurement process. N.a.

4.5 Transparency and Accountability

Downward reporting/accountability. The efforts relating to downward accountability are limited. Only one case of planning and budgeting of the locality has taken place under its present status. The involvement of the public in that case was limited to the reported request for comments from the People's Committees to the project list prepared by the Administrative Committee.

In that case no indicative planning figures were provided to the public, partly because the State does not announce these to the locality. No information has been received yet from the State regarding approved projects and budgets, which means no information of this kind has been given by the locality to the public. Neither does the locality have information from the State to share with the public regarding opinion on audit reports, projects implemented, etc.

The locality informs that any citizen would be provided with access to financial information, although no such requests have ever been made.

People's Committees are invited "when needed". The last meeting was in 2005 (this conflicts with earlier information given).

Horizontal accountability. Some degree of horizontal accountability exists in the locality. The Heads of Departments exchange information in regular meetings hosted by the Acting Executive Director, but there is no systematic approach to cross-sectional sharing of information and consultations. There is no system for exchanging reports between sections. NGOs are not provided with reports of the locality and neither does the locality receive reports from the NGOs working in its jurisdiction.

Upward accountability. Fairly strong upwards accountability is practiced by the locality by virtue of the State-defined requirements. Given the formal status of the locality reporting is so far not directed to the State but instead to the Commissioner and Executive Director in Dilling. A regular system of reporting is maintained to Dilling.

4.6 Functioning of Political Institutions

Locality legislative council. The Legislative Council or any other political institution (apart from the Commissioner) is not in place. The Legislative Council

was dissolved already in January 2004, which means the experience of councilors and of the locality working with the Legislative Council is becoming weak.

People's Committees. The extent of interaction between the locality and the People's Committees was difficult to establish precisely due to some conflicting information. However, the interaction seems limited to no more than two occasions over the past year. Specifically, the locality has not developed guidelines for or trained the People's Committees in their functions. No examples of feedback to the People's Committees were found.

4.7 Human Resource Development/Capacity Building

Capacity building planning process. As said previously, the locality has not developed a training or capacity building plan, which partly reflects that capacity building and training are the immediate responsibility of the State level. Therefore in 2005 the locality duly completed and forwarded the State administered form with requests for courses and training. However, no response has been received up to now. Although no plans are in place, it was clear from the discussions that the staff (especially Head of Staff) was very much aware of the importance of capacity building and of the needs in this area.

Quality of the capacity building plan. No training plan exists, apart from training course requests sent to Dilling.

Capacity building implementation. Some training has been received by the locality over the past year, but not in the areas requested; these courses have been defined by the State.

Monitoring of capacity building. The locality has not followed up on or monitored the impact of the training received from the State level. There were no immediate plans or concepts for monitoring the training, which also reflects the limited training input.

4.8 Project Supervision and Monitoring

Contracts management and technical supervision. So far the locality has not managed any contracts or payments relating to projects for lack of authority to do so. Consequently no experience exists in this area.

Monitoring and reporting. The Technical staff of the locality is involved in conducting inspections and reporting on the projects decided and implemented mainly by State level in the locality. There is therefore experience with technical inspections, but not with systematic monitoring and monitoring approaches.

However, no strategies guide the monitoring of the localities, and the Executive Committee is not in place to discuss progress and monitoring results. There is no information available to establish project implementation performance.

5 Conclusions

5.1 Compliance with Minimum Qualifying Criteria

As seen from the table below, Ed'Debabat meets 7 out of the 18 Minimum Qualifying Criteria while 4 may not be applicable to the locality.

Minimum Qualifying Criteria: Summary of status

Criteria	Compliant	Not compliant	N.A.
Development planning and budgeting capacity			
Functioning of the Locality Executive Committee in development planning		X	
Timely and council-approved annual social and economic plan	X		
Timely and Legislative Council-approved annual budget	X		
Clear link between annual plan and annual budget	X		
Capture of operational costs in the budget derived from capital investments		X	
Capture of maintenance costs in the budget derived from the capital investments		X	
Fiscal capacity and financial management			
No decrease in own revenues in nominal figures for the previous-year-but one to the previous year	X		
Co-funding requirements complied with for capital investments			X
Entire final accounts for the previous financial year produced on time and submitted for audit			X
All books of account maintained up to date	X		
Project specific account opened and ready for operations			X
Internal audit function in place, including submission of quarterly reports to the Council and the State		X	
Clean audit report for the last audited year			X
No major financial irregularities noticed during the year and/or irregularities unsettled from previous years	X		
Procurement			
Tender evaluation committee has been established and	(X)		

tender procedures are as per regulations			
Functioning of political institutions			
Legislative Council in place and operational		X	
Staff functionality			
Positions of Executive Director filled with requisite qualifications.		X	
Head of Administration and Finance Affairs Section filled with requisite qualifications		(X)	

5.2 Compliance with Capacity Building Support Access criteria

Ed'Debabat does not meet any of the criteria relating to capacity building support.

5.3 Capacity Building Needs and Functional Gaps Based on Performance Indicators

The main functional gaps and capacity building needs are in the following areas:

- Development planning and budgeting capacity: a) capacity building is needed in all preparatory aspects of planning and 'visioning', including basic analysis of locality needs and poverty specific analyses pertaining to needs of the vulnerable sections of the community; b) while some information sharing with the people's committees is undertaken, there is still a need to train locality staff in genuine participatory planning through inclusion of the community in the planning process; c) build capacity for medium term planning and budgeting.
- Fiscal capacity: capacity building for a) making proper projections for revenue collection; and b) developing strategies for improving revenue collection.
- Financial management and internal audit: a) there is an urgent need to establish an internal audit function at Ed'Debabat; b) there will be a need to undertake training in accounting once accounting is moved from Dilling to Ed'Debabat.
- Procurement: training and capacity building in procurement processes will be needed when the locality is authorised to undertake procurement independently from Dilling.
- Transparency and accountability: a) build awareness and capacity in support of making the various operations of the locality more transparent, including the publication of budgets, plans, and audits; b) training and guidelines in undertaking outreach activities to include and inform people's committees in the locality planning process; c) further improvement in horizontal accountability needed.

- Functional political institutions: a) as no Legislative Council is in place the locality should be assisted in servicing and cooperating with the forthcoming Council; b) monitoring of people's committees operations and provision of training from the locality to the committees in their functional role and operations is needed.
- Human resource development/capacity building: assistance in assessing training needs of locality staff and developing capacity building plans to meet the current capacity gaps of locality departments.
- Project monitoring and supervision: if the locality is expected to implement projects in the future capacity building is needed in all facets of the project management cycle.

The table overleaf is our attempt to illustrate the general performance status of the locality. It shows the indicative level obtained by the locality in each functional area based on the performance indicators. An "A" thus indicates a generally favourable assessment in the sense that "most" questions in the tool kit under that performance area were answered positively. A "B" indicates that some capacity was shown but significant scope for improvement exists; only 1-2 questions in the tool kit under that performance area were answered positively. A "C" indicates that very weak capacity was shown in the sense that none of the questions defined in the tool kit under that performance area was answered positively.

It is emphasised that wide intervals have deliberately been set for each category, A, B, or C. It reflects that the categories should not be seen as scientifically established scores that determine the exact performance level of the locality for each functional area. The categories should only be seen as a general and tentative indication of the locality's performance level.

On this basis it is noted that Ed'Debabat obtained 2 A's, 4 B's and 17 C's, which suggest that it is very weak in most of the functional areas examined.

Performance/Capacity Area	Level
Development planning and budgeting capacity	
Existence of a participatory planning process	C
Quality of the annual development plan – must adhere to the provided format	B
Comprehensive/strategic medium term (3-4 years) plan in place	C
Budgeting capacity	C
Fiscal capacity	
Revenues	A
Revenue management (administration)	B
Expenditures	C
Financial management and audit capacity	
Budget execution and cash flow	C
Accounting	C
Internal Control	C
Procurement Capacity	
Procurement Organs	C
Procurement Process	C
Transparency and Accountability	
Downward reporting/accountability	C
Horizontal accountability	B
Upward accountability	A
Functioning of political institutions	
Locality Legislative Council	C
People's Committees	C
Human resource development/capacity building	
Capacity building planning process	C
Quality of the capacity building plan	C
Capacity building implementation	C
Monitoring of capacity building	C
Project supervision and monitoring	
Contracts management and supervision	B
Monitoring and reporting	C

A: Most questions relating to the performance measure answered positively

B: Only 1-2 questions relating to the performance measure answered positively

C: No questions relating to the performance measure answered positively

6 Issues arising

The main issues arising relate to inappropriateness of some of the indicators and criteria for the locality given that it is a new locality. This relates particularly to indicators such as accounting and expense management.

Moreover, a number of criteria and indicators were not fully appropriate because they do not reflect the formal procedures for planning, budgeting, staffing, and project management. The formal procedures mostly place the responsibility for decision making and initiative at the State level while the criteria and indicators assume that decision making in these areas is the responsibility of the locality.

Appendix A: Check list

Background information about the locality

- Locality Name.....Ed'Debabat.....
- Size of the local government in terms of population:... 150000
- Number of staff...287.....
- Number of administrative units3
- Number of people's committees.....18
- Geographical location.....South Korfordan
- Special features.....**Ed'Debatat has recently been split from Dilling and became an administrative unit of Dilling in 2006. It is still awaiting for the appointed Commissioner to take up his position. The locality is managed by an Acting Executive Director (AED) who refers to the Executive Director of Dilling. The AED has no powers to issue payments but has a revenue collection function. All accounting consequently takes place in Dilling.**
- Contact at locality: Name.....Acting Executive Director...
 - Phone number:.....
 - Email:.....

Name of team member completing the check list:.....

Signature:.....

Date:.....

Minimum Qualifying Criteria

Development planning and budgeting capacity

Performance/capacity area (MQC)	Performance/capacity area (MQC)
Coordination of the planning function	Functioning of the locality Executive Committee in development planning
<p><i>Obtain and review minutes from the Executive Committee for the previous and current financial year.</i></p> <p>Note the reference numbers and date of the meetings (e.g. minute No.--- of ----)</p> <p>The Executive Committee is not in place yet due to the combined reasons of the dissolution of the LG Act 2003 and no new LG Act is in place yet in South Kordofan, and the fact that the locality is still mainly operating as an administrative unit under Dilling.</p> <p>Planning issues are managed through an administrative committee consisting of heads of department.</p> <p>No minutes exist from the meetings of the committee.</p> <p>Note the frequency of the meetings (dates and reference number).</p> <p>The committee is said to meet monthly.</p> <p>Did the Executive Committee meet as required (at least once per month)? No</p> <p>Check the attendance list and note any anomalies.</p> <p>As mentioned, the Heads of departments and Exec. Dir. are the attendants. Technical staff from the sections may be involved to address specific issues.</p> <p>Were meetings attended by the appropriate staff (the EC may co-opt technical resource persons)? N.a.</p> <p>Did it discuss development planning and budgeting issues including e.g. the annual plan and budget, desk and field appraisal of projects, etc.?</p> <p>The above-mentioned committee mainly discusses administrative issues. It does discuss planning, [budget?] but not appraisals of projects.</p> <p>Note the relevant minutes, date and agenda number.</p> <p>There are no minutes which deal with development and budgeting, field appraisal issues, etc.</p>	
Planning capacity	Existence of a timely and council approved annual social and economic plan (Section 10 B of the LG Act, 2003)
<p><i>Obtain and review the annual plan for the current year (2006):</i></p> <p>Was the annual plan signed as per guidelines (Council Chairman, Commissioner)? Yes.</p> <p>The process of planning is carried out by the administrative committee's decisions on project priori-</p>	

ties to send to the State for request of funding. No actual plan exists, but a list of projects for 2006 has been prepared and signed by the Commissioner. [The Commissioner has been appointed and sworn in but not yet taken up his position]

Did the annual plan include a project profile for each of the prioritized projects following the recommended format? **No.**

The locality plan (project list) includes the priorities projects, mentioning the locality structure, budget, the planning of towns and villages, development plans and water sources. But any recommended format was not followed.

Review the minutes of council. On this basis, have the Legislative Council discussed and approved the annual plan? (Note the dates and relevant minutes) **No**

No LC exists. The annual plan has been discussed only by the administrative committee in a meeting 31/3-06, Fil. No. 12/[B]/1. In actual practice the 2006-plan refers to the period June-Dec. 2006 only since the new localities were asked by the State authorities to prepare plans for this period.

Budgeting capacity

Existence of a timely and Legislative Council approved annual budget

Obtain and review the annual budget for the current year (2006).

Has the annual budget been signed as per guidelines (Council Chairman, Commissioner)?
Yes. The Commissioner signed the June-Dec. budget (Minutes 31/3-06, file 20/B/1)

Has the annual budget been prepared as per guidelines?
Yes

Review the minutes of the Council. On this basis, does it appear that the Council discussed and approved the annual budget before the end of December? (Note the dates and relevant minutes.)

The 2006 June-Dec budget was prepared in March 2006 on special request of the State authorities. It was therefore prepared in time for its approval. However, no LC has been in place to enable its discussion of the budget.

Financial interpretation of the plan

Clear link between annual plan and annual budget

Review and compare the annual plan and budget.

Based on the review/comparison, does it appear that the priority projects in the annual plan have been reflected in the annual budget (budget linked to activities and outputs)?

There is some resemblance but it is not complete. The plan is not fully funded.

Sustainability in the budgeting process

Capture of operational costs in the budget derived from the capital investments

Ascertain whether there is consent from the relevant authorities to meet operational costs of investments prioritised in the annual plan and budget. Does there seem to be consent from these authorities to meet the operational costs of investments prioritised in the annual plan and budget? yes/no
This consent is not obtained before the State's approval of the budget.

<p>Review the budget. On this basis, have the major investments been catered for in terms of operational costs (cross reference to the operational issues in the project profile)? yes/no</p> <p>To some extent but not directly.</p>	
	<p>Capture of maintenance costs in the budget derived from the capital investments</p>
<p><i>Review the annual plan (including project profiles).</i></p> <p>Has the locality an elaborated maintenance strategy for capital investments? yes/no</p> <p>No</p> <p><i>Review the budget.</i></p> <p>Has the locality made provisions to meet maintenance costs of major investments? yes/no</p> <p>Limited.</p>	

Fiscal capacity and Financial Management

<p>Fiscal Capacity</p>	<p>No decrease in own revenues in nominal figures from the previous year-but-one to the previous year</p>
<p><i>Obtain a copy of the final accounts for the previous year-but-one and for the previous year.</i></p> <p>Review accounts and note the total locality own revenue in both years.</p> <p>2004: 17,568,100 SD 2005: 23,460,000 2006 (Jan-June): 6,733,000</p> <p>Have locality own revenues increased? Yes Revenue increased in nominal terms between 2004 and 2005, however, revenue collection for 2006 appears behind the previous years' performance. It was not immediately possible to get an explanation of the lag or justified indication of whether the lost ground would be regained for the remainder of the year. It was not possible to get an explanation of how the target of 31,000,000 SD would be reached.</p> <p>By what percentage have they increased/decreased? 2004/05: 32,9% increase in nominal terms which appears also to be an increase in real terms.</p>	
	<p>Co-funding requirements complied with for capital investments</p>
<p><i>Obtain and check bank statement for the Project Account.</i></p> <p>Have co-funding obligations been met as per project requirements (for example, if it has been posted for the first quarter of the first year)?</p>	

N.a.

The locality does not manage any projects, hence no cofunding involved. Besides investments are managed at the state level.

Is there a record of the amounts deposited on the bank accounts (co-funded) and dates?

N.a. given no projects.

Obtain and review the budget for the current financial year.

Is there a provision for meeting the co-funding obligations?

N.a.

(In the second year, it will be important to ascertain whether co-funding obligations for the previous year were actually complied with.)

Communities made their matching contributions for specific community projects

N.A. This only applies for the second assessment.

Financial Management

Entire final accounts for the previous financial year produced on time and submitted for audit

Obtain the final accounts for the previous financial year (2005).

Since 2003 all accounts relating to Ed'Debabat have been prepared as part of Dilling's accounts (all payments made by Dilling), hence no separate accounts exist for Ed'Debabat. The locality last prepared its own accounts in 2002, however, none of the current relevant staff (AEC, Head of Accounts) were in place and thus involved at that time.

Were they prepared and completed on time? **N.a.**

In interviews it was stated that payment vouchers are sent to Dilling on-time but was not possible to obtain dispatchment books for confirmation.

Please note the date on which the accounts were approved and signed.

N.a.

Were they submitted for audit before end of March (review submission letter and note date of submission)?

N.a.

All books of accounts maintained up-to-date, including bank reconciliation

Obtain and review the major books of accounts such as the daily accounts book, ledger books, liability registers, deposit books, vote books (item expenditure book/allocation of funds), sample of bank accounts.

Obtain bank reconciliation statement for each bank account and note the dates the statements were prepared and approved.

No bank accounts administered by Ed'Debabat thus no statements.

Are the major books of accounts maintained?

Yes (revenue accounts)	
Are they posted and up to-date (note dates of last postings)?	
Yes	
	Project specific bank account(s) opened and ready for operations. (There may be need to open up two bank accounts – one for the capital and the other for capacity building funds)
Has a project specific bank account been opened with the required approvals (e.g. resolution of Council specifying bank and branch)?	
There are no projects specific bank accounts, however, the locality opened its first bank account in April 2006. Payments will be able to be made from the account once the Commissioner takes up his position and an Exec. Dir. has been appointed. Two signatures will be required, the ED and Head of Accounts.	
Who are the signatories of the bank account?	
N.a.	
Do the signatories meet the guidelines?	
N.a.	
Financial Reporting – applicable in the second assessment year	Regularly and timely submission of financial statements to the State
N.A. (only for second assessment)	
	Regularly (minimum quarterly) financial statements provided to the Council
N.A. (only for second assessment)	
	Regularly and timely submission of financial statements (accountability reports) to the PIU
N.A. (only for second assessment)	
Internal audit	Internal audit function in place, including quarterly reports submitted to the Council and the State
<i>Review internal audit reports for the previous and current financial years.</i>	
Were they are prepared as required?	
There is no internal audit function in place, since all accounts are prepared in Dilling. Hence, there are no internal audit reports relating to De'Bababat.	
Were the internal audit reports submitted to Council?	
N.a.	
(Note submission dates and relevant minutes)	

Were the internal audit reports submitted to the State?

N.a.

(Note the relevant submission dates)

Audit reports

Clean audit report for the last audited year

Check the audit report and review the opinion of the auditors.

Please sum up the main comments.

N.a.

Were the comments "minor" only?

N.a.

Have all the comments already been addressed by the locality?

N.a.

Which (if any) comments were not addressed?

N.a.

If yes to these two questions, the locality has passed the MQC.

No major financial irregularities noticed during the year and/or irregularities unsettled from previous years

Review the audit reports and other documentation.

Has the locality reported major financial irregularities during the finance year?

N.a.

Has the locality not addressed financial irregularities from the previous year audits?

N.a.

Procurement

Procurement Organ

Tender evaluation committee has been established and tender procedures are as per the regulations

Is procurement being made by an Organ/Committee established as per procurement regulations?

All procurement is made in Dilling or at State level in Ministry of Planning. Hence, no procurements

are made in De'Bababat, and no committees are established for that purpose.

Review minutes of the committee/organ.

What are the technical evaluation and procurement criteria and processes?

N.a.

Adherence to Procurement Guidelines – Second year

Adherence to the procurement procedures

N.A. (second assessment only)

Expenditure performance – Second year

Actual expenditure on pro-poor sector areas (as per project investment menu)

N.A. (second assessment only)

Functioning of political institutions

Legislative Council in place and operational, e.g. regular meetings, decisions etc.

Review the minutes from the council meetings.

Note the relevant minutes and dates of meetings.

There is no legislative council in place yet.

Does the Council meet as stipulated in the relevant laws and regulations?

N.a.

Does the Council discuss the relevant issues (i.e. annual plans and budgets, audit and financial reports etc)?

N.a.

Any overall discussion of plans and budgets takes place in the administrative committee. This committee has only met once so far, however (31/3-06).

Provide examples by noting the relevant agenda items, minutes and dates.

Minutes of meetings 31/3-06, agenda items 1) the partly annual budget, 2) the locality annual plan. File no. 20/B/1.

Staff functionality

Staffing

Position of Executive Director filled with requisite qualifications

Review the structure and the staffing position of the locality.

How many are on duty / actually working in the position?

According to information received all positions in the locality are filled, except Head of Admin.. The total number of staff is 386 of which 46 work in the administration.

It was not possible to obtain or prepare an organisational chart of the locality.

What are their qualifications?

Most staff have secondary degree education, only 2-3 have university level education.

What level and type of experience do they have?

Most staff have between 2-10 years of experience.

Is the position of Executive Director filled?

Yes. An Acting Executive Director is in place.

What are the qualifications of the Executive Director?

B.A. Art with prior experience mostly from teaching. He has no prior experience with budgeting or planning.

Staffing

Head of Administrative and Finance Affairs Section filled with requisite qualifications

What are their qualifications?

A Head of Administration is not in place.

The Head of Accounts has a certificate in accounting and has four years of experience as a tax collector - but no experience with accounting.

What level and type of experience do they have?

How many are on duty / actually working in the position

Capacity Building Support Access Criteria (CBSAC)

Human resource development capacity

Capacity building/training plan in place (schedule), specifying how the capacity building support funds will be spent

Review the plan.

Has a capacity building plan/training plan been developed?

No.

Does the plan specify how the capacity building support funds will be spent?

No.

Human resource management function in place (designated unit/person)

Review the functional division of HRD tasks at the locality, specifically review the organisational structure to determine if the HRM position has been provided for.

Based on the organisational structure - is there a human resource management function provided for ?

Yes, through the Head of Staff.

Is the position of a HRM filled (evidence would be files on the appointment, noting dates, etc.?)

The Head of Staff was appointed May, 2004 (appointment letter seen) straight after graduating from university.

Performance Measures

Development planning and budgeting capacity

Existence of a participatory planning process	
<p>Are participatory consultations undertaken with the community members through involvement of the people's committees?</p> <p>There are 18 People's Committees in place. The PCs participate in the annual planning in the way of the ED first prepared the plan and then shares it with the PCs for their comments and reviews.</p> <p>Review and note minutes of these committee meetings.</p> <p>The last minutes available were from 9/2003. In these meetings specialised committees of the PCs met and discussed special project requests to communicate to the locality administration.</p> <p>Does the planning process capture the needs of special groups?</p> <p>No. It is mentioned that women are members of the PCs, but it is not clear how or if the planning process captures the need of special groups.</p> <p>Are NGOs' participatory planning processes and approaches harmonised with those of the Localities (non-state actors involved in the participatory planning process)?</p> <p>No. NGOs exist primarily in the areas of health, water, training and in relation to traditional leaders. There is no harmonisation of their planning approaches with those of the localities.</p> <p>Are technical departments involved in the desk and field appraisal of development projects?</p> <p>No. No appraisals of projects are made by the TDs.</p> <p>Review the minutes of the Executive Committee and note the relevant details e.g agenda item, date, etc. Are the annual plans, including project priorities, discussed by the Locality Executive Committee?</p> <p>No. There is no EC in place yet.</p> <p>Are the Committees of Council involved in the discussion of draft annual plans? yes/no</p> <p>Review their minutes and note the relevant details.</p> <p>Does the Locality Legislative Council discuss and approve the annual plan? yes/no</p> <p>Review the minutes, note the agenda item, date of approval, etc</p> <p>Does the state level (Council of Ministers and State Assembly) review and endorse priority investments with recurrent cost implications to the state level? yes/no</p> <p>Obtain evidence of review and endorsement e.g. comments received from the Council of Ministers and State Assembly, letter of approval, letter of submission, etc.</p>	

<p>Quality of the annual development plan – must adhere to the provided format</p>	
<p>Does the annual development plan provide background information to the Locality, including, for example, location, number of people’s committees, economic activities, etc.? yes/no</p> <p>No. It is a list of project ideas attached to minutes of the admin. com. meeting. Note date of the plan and the relevant sections which cover these issues.</p> <p>Does it describe the participatory planning process through which the annual plan was developed? yes/no</p> <p>Does it analyse the locality-peculiar challenges and opportunities (e.g. in relation to gender, environment and poverty)? yes/no</p> <p>Does it outline the prioritised investments to address the identified challenges? yes/no</p> <p>Does it propose the strategies the locality will use to implement the annual plan? yes/no</p> <p>Does it provide the strategies through which the locality will monitor and evaluate the annual plan? yes/no</p> <p>Does it give the costs of each of the prioritised investments (budget allocation) and sources of funding? yes/no</p> <p>Is it attached with detailed investment profiles for each of the prioritised projects (e.g. the project title, background/objectives, technical description, implementation strategies, funding requirements and sources, strategies for operation and maintenance, environment and gender screening, etc.)? yes/no</p>	
<p>Comprehensive/strategic medium term (3-4 years) plan in place</p>	
<p>Is there a strategic, medium term plan in place? yes/no</p> <p>No.</p> <p>Does it provide details of the background to the locality? yes/no</p> <p>Does it describe the process through which the medium term plan was developed (linked to the annual planning process)? yes/no</p> <p>Does it list challenges encountered during the previous process and strategy for deepening of the participatory planning process? yes/no</p> <p>Does it give detailed analysis of locality challenges and opportunities? yes/no</p> <p>Does it give detailed analysis of crosscutting issues including poverty, environment and gender? yes/no</p> <p>Does it outline the locality Vision, goals, and objectives? yes/no</p>	

Does it specify activities to be implemented in the first year and gives indications of activities to be implemented in the proceeding years (to be checked when the plan is being rolled)? yes/no

Does it give cost projects to implement the medium plan with indicative sources of funding? yes/no

Does it elaborate the implementation strategies for the medium term plan? yes/no

Does it elaborate the strategies to monitor and evaluate the implementation of the medium term plan?
yes/no

Budgeting capacity

Does the locality take into account its previous performance in budgeting and budget follow-up when it does the yearly budgeting? **No. The locality has only prepared its first budget since it recently became a locality.**

Are revenue projections made over the medium term (3-4 years)? **No.**

Is budgeting based on available funds and identified sources? **No**

What is the budget prediction capacity/execution performance (% of deviation from budget)?
The 2005 accounts and budgets do not exist since the locality only recently became a locality.

Are budget deviations legally approved? **No deviations.**

What is the share of total budget allocated to services prioritized in the PEAP? **This could not be established clearly due to misunderstandings in the discussion about what constituted the PEAP.**

What is the percentage of total budget on non-chapter 1 salary items? **The 2005 accounts do not exist to establish this figure**

Fiscal capacity

Revenues

What been the increase in own source revenues over the past two years? **33%**

What is the percentage of revenues collected against the planned revenues (targets)? **No information on targets for previous years but for 2006 the target is 31 mio SD.**

Are there clear strategies to improve own-revenues and fiscal capacity?

Tax rate increases - to be discussed with Commissioner

Revenue management (administration)	
<p>Does the revenue collection reach the targets set? Not possible to know yet for 2006, and no info exists yet for 2005, but 2006 collections seem behind target</p> <p>Are accountability measures on revenue collection in place, such as registers, authorised collectors, banking, etc.?</p> <p>Yes, all books maintained and standard procedures adhered to</p> <p>Is feedback given to communities on the amounts of revenue collected and how it is used? yes/no</p> <p>No.</p>	
Expenditures	
<p>What is the level of administrative expenditure compared to own source revenues (%)?</p> <p>No 2005 accounts were available to compute this share based on outturns</p> <p>What is the share of the costs for the Legislative Council out of the total budget?</p> <p>This could not be answered by the staff - unclear if it was budgeted for</p> <p>What is the share of the local revenue spent on capital investments?</p> <p>The staff informed that no share of own revenue is spent on investment; all is financed by the state.</p>	

Financial management and audit capacity

Budget execution and cash flow	
<p>Are cash inflows and outflows managed so that the LG is able to meet current payments promptly, according to financial commitments? The locality has no authority to make payments but says they are not aware of any delays when Dilling makes payments</p> <p>Is the Locality maintaining adequate liquidity, and not accumulating arrears or debts? yes/no</p> <p>N.a. due to above</p> <p>Is there a commitment control system in place? yes/no</p> <p>N.a. due to above</p> <p>If so, who orders, signs, authorises, etc? yes/no</p>	
Accounting	
<p>Are all books of accounts properly maintained and up to-date including:</p>	

- Creditor register;
- Control of debt (registers etc.).

None of the criteria here are relevant to Ed'Debabat since accountiung takes place in Dilling.
yes/no

Is the imprest/petty cash management, including register, functioning and up-to date? yes/no

Is there a functioning system of assets register and management? yes/no

Are inspections undertaken and inventories maintained of fixed assets? yes/no

Are financial management documents kept safe and locked away (safes)? yes/no

Internal Control	
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Is the internal audit function operational? yes/no

There is no internal audit control system or function in place but the standard checks on revenues received are followed.

Is there evidence of follow up on the IA results? yes/no

Is the any evidence of an active system of internal control, such as written policies and procedures adopted/customised by the management (internal procedures)? yes/no

There are no special internal control systems in place with regard to the revenue collection

Is there any evidence of locality policies and procedures in place to ensure adherence to state policies, directives, laws and regulations? **Only the standard procedures and policies are in place - no additional locality specific procedures**

Is there any evidence of policies and procedures in place to ensure safeguarding against mismanagement, errors, fraud, and other irregularities? **The standard procedures are in place but no special internal procedures exist**

Is thee any evidence of policy procedures in place to promote orderly, economic, efficient and effective operations and delivery of services? yes/no

There are no efficiency audits, or similar, undertaken - only standard inspections by technical staff

Do internal accounting and reporting regulations and procedures exist? yes/no

No internal accounting procedures exist

Is there any evidence of policies and procedures to ensure segregation of duties, such as:

- authorization to execute a transaction,

- record an action, and
- custody of assets involved in the transaction.

Only standard procedures defined by the state are in place

Do policies and procedures exist that safeguard against conflicts of interest? yes/no

Only standard procedures defined by the state are in place

Procurement Capacity

Procurement Organs	
<p>Is the technical evaluation committee constituted with appropriate membership? A procurement committee has not been formally established, but there were ideas for an ad hoc committee. However procurements are not yet made by Ed-Debatat.</p> <p>Note the evidences of its existence e.g. minutes, membership, etc.</p> <p>Does the technical evaluation committee considers all procurement proposals before procurements are made? N.a.</p> <p>Provide examples of procurement proposals evaluated by the committee. None have been undertaken yet</p> <p>Does the procurement authority (Commissioner) adhere to the recommendations of the technical evaluation committee (or explains non-adherence)? yes/no</p>	
Procurement Process	
<p>Does a Procurement Plan exist (and is it derived from the approved plans and budgets)? yes/no</p> <p>There is no procurement plan, especially as procurements are not yet handled by the locality</p> <p>Are bills of quantity (for works) and terms of reference (for services) prepared? yes/no</p> <p>Are all procurements advertised (as per the thresholds)? yes/no</p> <p>Note examples of adverts, date, media used, etc.</p> <p>Are proper evaluation criteria used for the bids and proposals? yes/no</p> <p>Is there timely and transparent award of contracts? yes/no</p> <p>Is there any communication to the locality about the tender awards? yes/no</p> <p>Note the dates and reference numbers of tender award notifications.</p>	

Transparency and Accountability

Downward reporting/accountability	
<p>Is the public informed about:</p> <ul style="list-style-type: none"> • Indicative planning figures (before the start of the planning process)? No • Approved projects in the annual plan (with reasons for some of the community needs not to be implemented in a particular year)? No • Approved budgets indicating sources of funding and clearly specifying the required community contributions (both the volume and nature of contributions)? No • Funds received to implement the projects and how they have been allocated? No • Opinion of the audit reports and how the locality is addressing the queries? No • Project implemented (ongoing and completed) with explanations of variations with the plans if any? No • Public <u>access</u> to financial information (plans, budgets, accounts and audit reports)? Anyone who may wish so can see the budgets and plan • Feed-back and information to the people's committees. The PCs are involved when they are needed (but there was some confusion about the information on the last meeting) 	
Horizontal accountability	
<p>Is there a reasonable level of information flow maintained among the departments, i.e. are departments updated on what is happening in other departments? yes/no</p> <p>The heads of departments meet regularly and exchange information. They do not exchange reports - and do not share info in any systematic way</p> <p>Is the regular submission of reports and provision of information to the Legislative Council? N.a. the LC is not in place</p> <p>Does the locality provide information to the non-state actors of the locality (other donor programmes, NGOs, private sector) to enhance synergies? No</p>	
Upward accountability	
<p>Is the submission of the required reports to the State timely? yes/no</p> <p>There is no reporting to the State but instead to Dilling. All indications were that the submission of required documents (mostly revenue collections and reports) is timely but no substantial evidence was obtainable</p>	

Is the submission of the required reports to the project implementation committee timely? yes/no

N.a.

Functioning of political institutions

Locality Legislative Council

Are discussions in the Council of a reasonable quality, i.e. do they discuss the annual plan, budget, financial and audit reports etc.? yes/no

N.a. There is no LC in place

Are council sub-committees established in required areas? yes/no

N.a.

Are council sub-committees discussing the relevant issues related to their sectors? yes/no

People's Committees

Is there evidence that the Locality has developed guidelines and a plan to mentor the people's committees in the execution of their functions, especially in relation to enhancing community driven development? yes/no

No

Is there evidence that the Locality has actually trained the people's committees in the execution of their roles in relation to community-driven development? yes/no

No

Is there evidence that the Locality has given feedback to the people's committees regarding their performance (achievements and challenges) and guidelines for further improvement? **No**

Human Resource Development/ Capacity Building

Capacity building planning process

Has the locality conducted a capacity needs assessment to strengthen its function, with precedence given to institutional rather than individual needs (e.g. derived from systems for staff audit and appraisal)? yes/no

No. This is said to be the responsibility of the State level.

See also earlier section under MQC.

Has the locality developed a comprehensive capacity building strategy/plan (formulated as per the recommended format)? **No**

Are the priorities in the CB plan within the project specified menu? yes/no

N.a.

Quality of the Capacity Building Plan	
Does the capacity building plan provide the background to the locality in the context of capacity building? N.a.	
Does it summarize the capacity building needs of staff, councillors, people's committees identified through the capacity needs assessment? N.a.	
Does it detail the mix of strategies through which the capacity building needs should be addressed? N.a.	
Does it cover both human resource development (enhancement of individual competencies) and institutional strengthening (re-tooling)? N.a.	
Does it outline strategies through which CB activities will be monitored? N.a.	
Capacity building implementation	
Are capacity building activities implemented by the providers recommended by the project? yes/no N.a.	
Are capacity building activities implemented as per the capacity building plan? yes/no	
Monitoring of CB	
Has the locality received reports from the training/CB activities? No	
Has the locality followed-up on the capacity building efforts, e.g. through monitoring and evaluation? No	
Has the staff and other stakeholders performance improved – are the expected outputs are in place? No	

Project Supervision and Monitoring

Contracts management and technical supervision	
Are all projects implemented with appropriate contracts (agreements)? yes/no All projects are implemented by the state so the locality does not manage any contract	
Are all payments made with the required certification (no advances, payments made against outputs)? yes/no	
Does the technical staff ensure that the projects are implemented on schedule and following the specifications? yes/no	
Monitoring and reporting	
Has the locality developed a clear strategy for monitoring the implementation of projects? yes/no	

The technical staff at times undertake technical inspections on behalf of the state but no systematic monitoring is undertaken

Does the locality monitor all projects being implemented (monitoring of progress)? yes/no

Is there evidence that the locality conducts technical inspections of projects? yes/no

Are progress reports arising from the monitoring and technical inspections exercises compiled? yes/no

Is there evidence that the Executive Committee discusses the monitoring and technical inspection reports and makes management decisions? yes/n

What is the percentage of projects implemented against the pl

Appendix B: People met

Acting Executive Director

Head of Staff

Medical Officer

Head of Education Dept.

Head of Finance

Financial Controller

Head of Social Affairs

(and others who did not identify themselves)

Appendix C: Documents made available and consulted

Annual Plan, 2006 (project list attached to minutes 31/3-06)

Annual Budget, 2006-10-04

Minutes, Administrative Committee meeting, 31/3-06 (plan and budget discussed)

Tax collection books, 2004, 2005, 2006

Letter documenting opening of bank account

Appointment letter, Head of Staff

(note: many financial documents do not exist yet for Ed'Debabat separately)