

CASE 2

DEVELOPMENT PLANNING IN THE SUDAN

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DEVELOPMENT PLANNING IN THE SUDAN

1. INTRODUCTION TO THE CASE

This case is concerned with development planning for a large, poor country, the Sudan. It is assumed that the students are members of a Task Force reporting to the National Planning Council (NPC), to provide assistance in producing a new national 5-year development plan.

The case takes place in five sessions. Each session starts with a memorandum from the Director General of the NPC to the Task Force, accompanied by information including minutes of meetings, data on projects, etc. The Task Force is required to make a report at the end of each session to the Director-General of NPC (represented by the teacher) which may be written or spoken.

Extensive background material about the Sudan now follows in part 2. The Task Force material is given in part 3.

2. BACKGROUND INFORMATION

2.1 GENERAL

The Sudan is located in the north-east of Africa, with its north-eastern boundaries facing the Red Sea. Its area is about one million square miles. It extends from the equatorial region in the south to the desert in the north. The country's population is 17 million.

2.2 THE ECONOMY

The economy of the Sudan depends mainly on agriculture. About 40% of the population work in agriculture. More than 75% of industrial establishments use agricultural products as raw material. Farmers normally use traditional methods of cultivation and depend on rain for irrigation. They cultivate what they need for their living with a small surplus to enable them to purchase what they cannot produce. About 60% of the population are nomads. They rear cattle, sheep and camels. These animals supply them with what they need for their food and they sell some of the animals to buy their clothing.

There are some salient features characterising the Sudanese economy which is still in an early stage of economic growth. These are:

1. The existence of primitive or underdeveloped systems of agriculture, which cannot do much more than provide for the subsistence needs of the producers and those who depend on them.
2. The consequential absence of surplus which can support, by providing an adequate market for its products, a more diversified and industrialised economy.
3. A low rate of capital accumulation in relation to gross national product, sometimes marked by an added tendency for the limited savings which are made to find their way into speculative investment or real estate rather than long-term productive development.
4. Low productivity of labour owing to lack of education, training or health, even when improved tools and techniques are introduced.

5. The absence, by comparison with more advanced countries, of a large middle-class to provide the administrators, managers and supervisory and professional personnel, necessary in expanding the economy.
6. Modernisation of productive techniques on any large-scale has been confined to one or two industries, usually of a primary producing character and largely dependent on export markets, which are themselves subject to wide fluctuation.

2.3 THE REGIONS

Figures 1 and 2 show various characteristics of the regions of the Sudan including a political map, and the location of agriculture. The individual regions are now described in detail.

The North East

The region has deposits of iron, manganese, salt and chromite. A source of natural gas has been discovered in the Red Sea area. Mountains extend along the sea shore, and to the west of the mountains is the desert. The country's main port, Port Sudan, is in the region and is linked with the interior of the country by a railway line. There are no constructed roads, no power, and only a small number of inhabitants living there, who are mainly nomads.

Gezira/East

This region covers the area between the two Niles, White and Blue, and the eastern region of the Sudan. Almost all the agricultural schemes are found in this region. The Gezira scheme, an area of about 2 million feddans, produces the only Sudanese cash crop, cotton. The El Managil extension which is an extension to the Gezira scheme is also found in Gezira/East Region, and also the El Gadaneef mechanised schemes where cotton, sesame and dura are cultivated. Two sugar projects were established in El Gunied and El Girba in 1962 and 1965 respectively.

For further development of the irrigated lands and extraction of high agricultural yield, construction of new schemes took place:

<u>Project</u>	<u>Crops grown</u>	<u>Area</u> (000 feddan)
El Rahad	Cotton, Rice, Water-melon, Sesame	300
El Suki	Dura, Wheat, Legumes, Maize	85
North West Sennar	Sugar Cane	50
Gravity Irrigation Schemes	Caster Oil, Dura	150
Gumeia	Vegetables, Potato	10
Hajar Elasalaya	Sugar Cane	72
Kinana	Sugar Cane	300
Abu Naama	Kenaf, Groundnuts	30

The region is connected by a railway network which runs from the east to the west and the north to the south. The only constructed roads in the country are found in this region. There are more than a thousand miles of built roads. All the country's sources of electric power, three dams, are in the region. Almost all the industrial processing projects are located in the region. Its labour supply is exhausted.

The South

The region extends from the equatorial zone in the south to the rich savanna in the north of the region. Its soil is suitable for agriculture. The crops grown there are: rice, dura, tea, coffee, kenaf and barley. Also there are varieties of fruits: banana, mango, grapefruit, oranges, etc. The inhabitants of this region own large numbers of cattle.

The region is rich with minerals such as iron ore, manganese and chromites. The western side of the region is linked with the other regions by a railway line. The main transport link of the region with the other parts of the country is the steamers which travel between Juba in the south and Kosti in the north. The roads are usable for the dry season only. There is no power at all, except small stations in the major towns used for lighting.

The West/Central West

The region includes Kordufan and Darfur provinces. It extends from the rich Savanna in the south to the desert in the north of the region.

Figure 1: Political Map of the Sudan

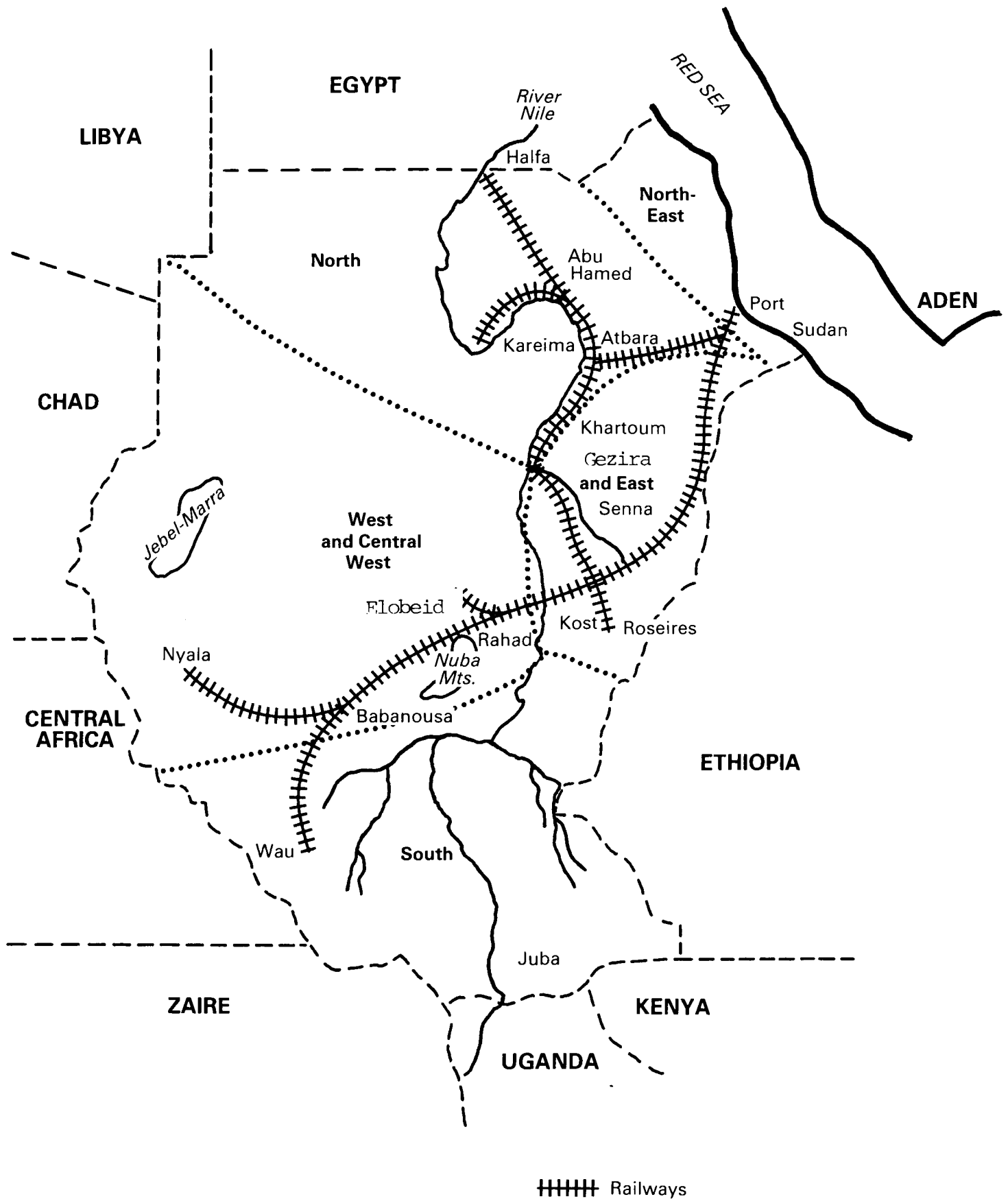
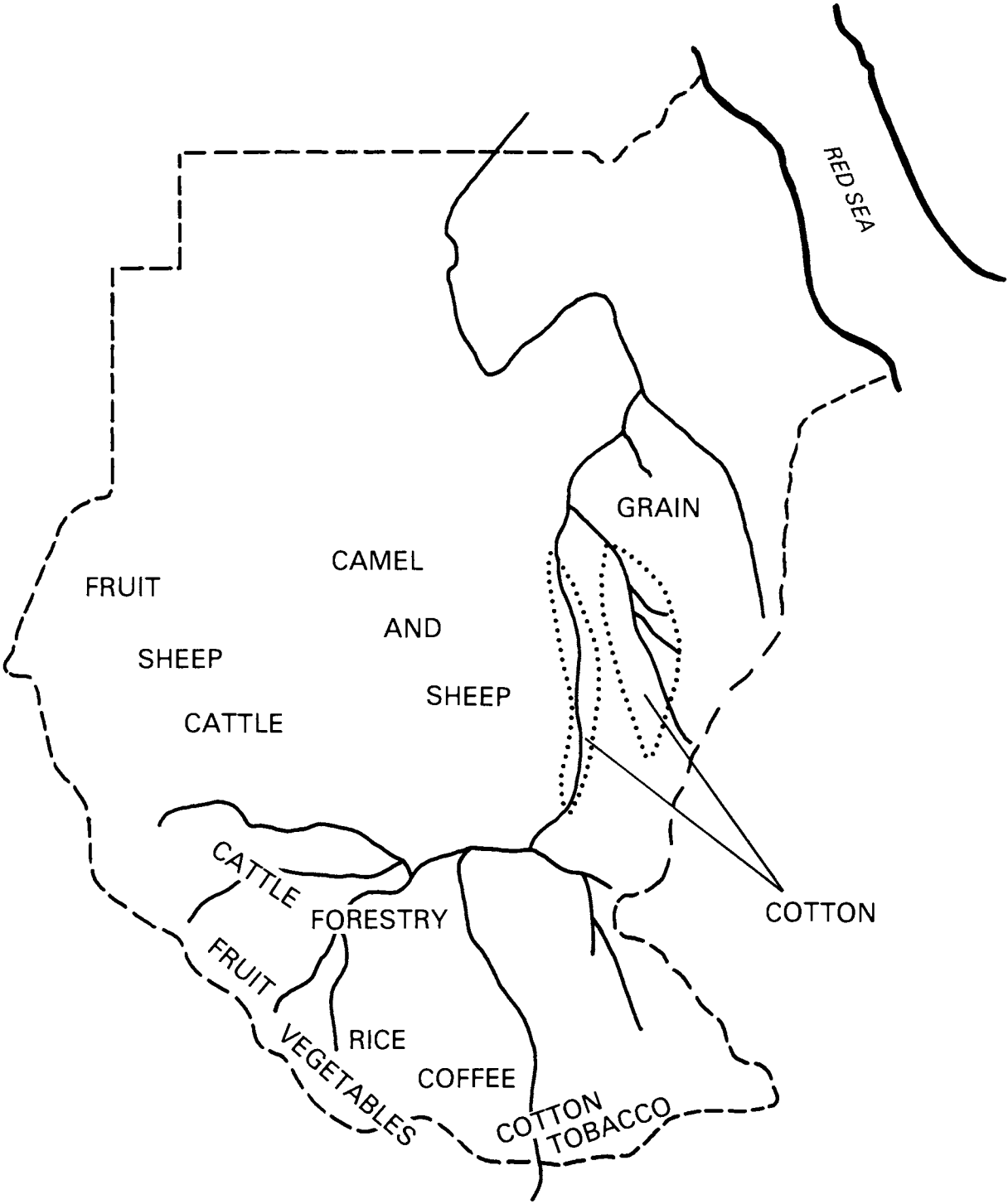


Figure 2: Agriculture



The region is rich in mineral deposits: iron ore, lead, manganese ores, chromites, magnesite, and gypsum. More than 45% of the country's animal resources come from this region. The savanna zone of the region is very suitable for breeding cows, sheep and goats. The desert zone is suitable for camels and sheep.

In the western part of the region lies the mountain of Jebel Marra, more than 19,000 feet above sea level. The altitude of its slopes makes the growing of all the Mediterranean fruits possible. There are also large scale tobacco plantations in the mountain area.

In the eastern part of the region there are mechanised schemes. Here, the soil is similar to that in the eastern region of the Sudan. Rain is very heavy. Cotton, dura, sesame, dukhn, legumes, groundnuts, and melon are grown in the area.

New agricultural schemes were started with the plan in 1971:

<u>Project</u>	<u>Crops grown</u>	<u>Area</u> (000 feddan)
Jebel Marra	Dukhn and Dura	10
Nuba Mountain	Dura, Sesame, Cotton and Legumes	500
Darfur	Dukhn, Groundnuts and Melon	400

The region is the largest producer of Arabic gum in the world.

Transportation facilities are very poor. The railway runs only through the southern part. There are about 186 km of built road, in the eastern side, to link the mechanised schemes in the Nuba mountains with the railway. Also, there are about 228 km of built road under construction. It is designed to link the agricultural area in western Darfur with the railway. The soil in the region, apart from the southern part, is a sandy soil. This makes the tracked roads passable during the rainy season.

The region has no source of power, apart from small stations used for domestic uses in major towns and for light industry.

The North

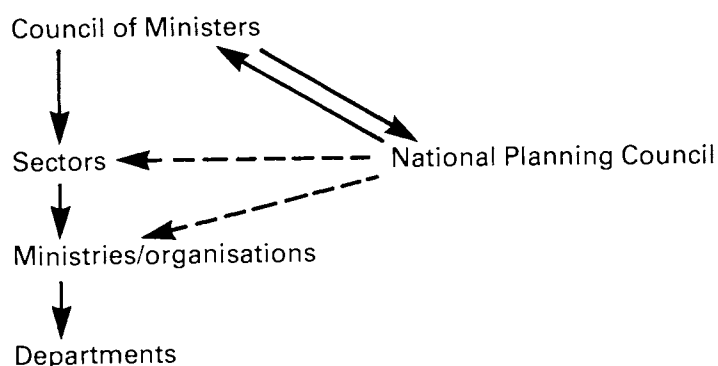
This region constitutes the southern zone of the African Sahara. The only inhabitants living in the region are living around the River Nile. Agricultural activities are carried out near the river banks. Camel owners spend two or three months in the region when it rains in the south.

The eastern side of the region is linked with a railway line. Also, steamers are used between Karima and Halfa and Swan in Egypt. The search for minerals is going on in this region and expectation for their discovery is very high.

2.4 GOVERNMENT STRUCTURE

Decision-making varies according to the level at which the decision is taken. At the national level, decisions are taken by the Council of Ministers. These decisions take note of technical advice but are mainly dominated by the political aspect. The main objective of the government is political stability.

Figure 3: National Government Structure



The intention of the National Planning Council (NPC) is to take rational decisions and produce sound plans for the benefit of the whole country. In cases of conflict, the NPC gives way to the decisions of the Council of Ministers.

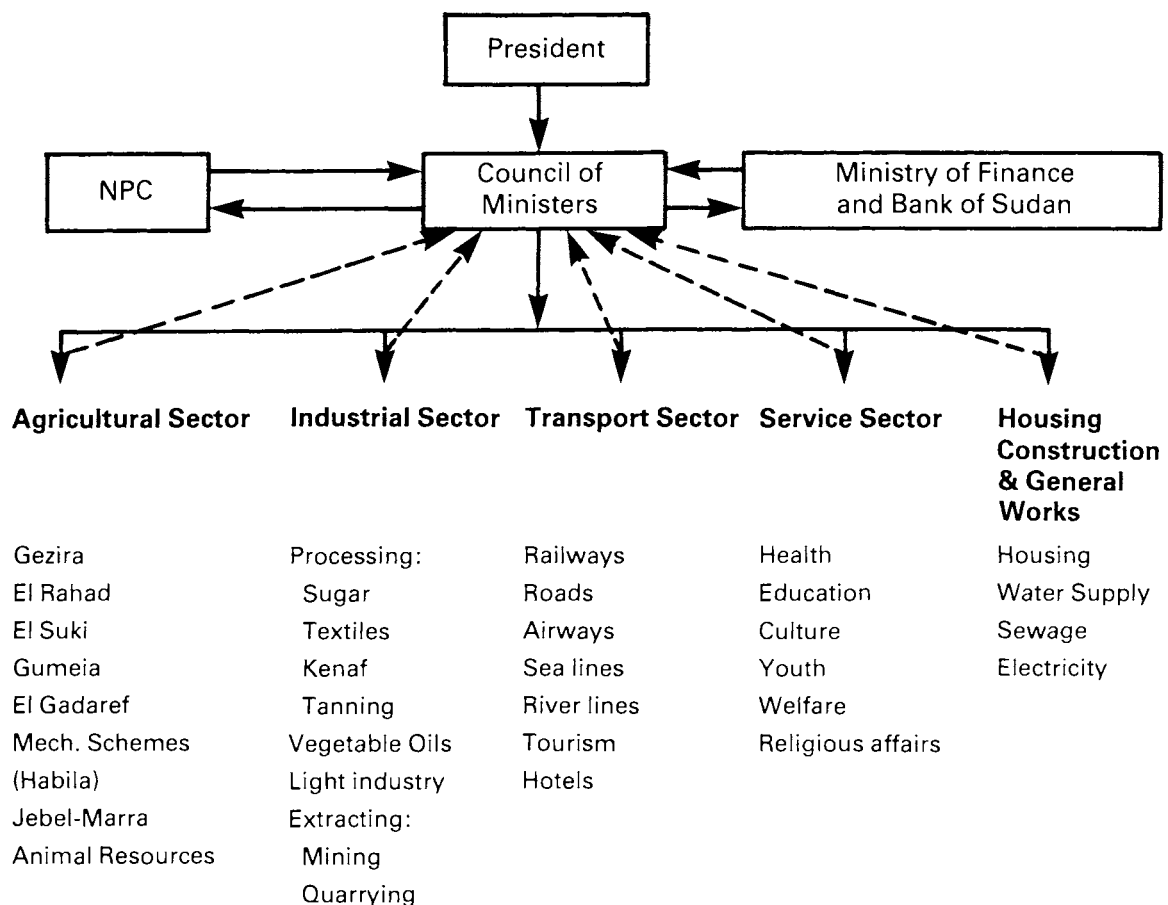
Figure 3 shows an outline of the national government structure. Figure 4 shows a more detailed sectoral breakdown of Government responsibility.

2.5 DEVELOPMENT PLANNING

Development planning first started in the Sudan in 1946, when the first five-year plan (1946/47-1950/1) was set. The Development Priorities Committee was created in 1946 to analyse and evaluate economic and social development projects, and advise the government on priorities for the implementation of these projects.

In 1951, the Development Priorities Committee was replaced by the Development and Construction Committee. This Committee was authorised to set the plan and advise on how projects were to be financed. It called on all government units to propose projects to be listed in the plan.

Figure 4: Sector Breakdown



During the implementation of the early plans, frequent revisions were made on a year by year basis. Sometimes new projects were added or the amount of money allocated to a certain project was increased if the actual cost turned out to be more than the estimates. This continued until 1957 when it was found that the plan would cost more than the total of internal and external sources of finance. The plan was then cancelled and a one-year programme was adopted.

Some observations about these early plans are:

1. There was no survey on the availability of natural and manpower resources before the setting of the plan. Projects were then proposed by government units without any study or analysis, which created many problems during the implementation period.
2. The plans included only new projects. Improvements of existing projects were not included.
3. The plans totally excluded the private sector, and by doing so ignored an important economic sector and a major source of finance.

4. It is clear that the planners were more concerned with the required finance rather than the project itself.
5. There was an overall lack of co-ordination between the different projects.

In the early sixties, the Sudanese economy was faced with the following problems:

- a. A fall in the national income which meant a fall in the standard of living and the amount of savings and investment. These effects were mainly caused by the political instability in the country.
- b. The country depended mainly on one crop, cotton, to supply foreign exchange.
- c. High levels of imports for consumption and capital goods resulted in a continuous deficit in the balance of payments.
- d. Lack of experienced personnel and technical and organisational know-how.

To solve at least some of these problems, the government set the ten-year plan (1961/62 - 1970-71). The end objective of the plan was to increase the share of the industrial sector in the national income by 9%.

The plan was different from the previous plans in the sense that it involved the private sector. The objectives of the plan were detailed and inclusive. The total size of investment was higher than any previous plan.

After five years, the plan was revised. It was found that deviations from the original plan were very high, so a new five-year programme was devised to cover the period 1965/66 to 1970/71.

In 1970, a further five-year plan was published. It listed the unfinished and left-over projects from the previous plan. Some of the objectives of this plan were to:

- i. Secure a continuous increase in the gross domestic product.
- ii. Increase the value of industrial production by 50%.
- iii. Develop an urban and rural power network.
- iv. Stimulate the active participation of the private sector to invest in economic and social projects of vital national importance.
- v. Promote prosperity of the people through the growth of productivity, realisation of full employment, enhancement of employees' intrinsic skills and capabilities and the expansion of public services and other related activities.

Although the plan was set by experts from the USSR, its achievements were limited, partly because the experts were from a different culture and had no experience of the Sudan.

The more recent ten and five-year plans did not correct, in many cases, the shortcoming of the very earliest plans. The necessary economic and technical surveys of resources and potentialities, as well as basic economic and statistical studies, were not undertaken at the right time by the departments or organisations best qualified for the purpose. Plans were normally drawn up only as plans of budgetary revenues and expenditures for the coming year, without identifying the targets to be achieved in specific economic and social sectors. In addition to not specifying targets, there was no proper mechanism to follow-up the execution of the plans and this feature has characterised the country's economic development during the last twenty years.

3. THE CASE

Session 1 Terms of Reference

Document 1.1

The Republic of the Sudan
National Planning Council

MEMORANDUM

TO: Task Force
FROM: Director General

A new 5-year plan needs to be set because the current plan period is about to finish. The heads of the section are appointed to form a task force which is to be responsible for setting the new plan.

The task force is required to carry out assessment of the situation and make a preliminary listing of the elements of a development strategy taking account of differences between regions.

Enclosed are minutes of a recent meeting of the Council of Ministers and a synopsis of the current plan. The follow-up section is reviewing the plan and the final report will be passed to you in due course.

Enclosures: Minutes of the Council of Ministers Meeting.
Synopsis of the Current Plan.

The Republic of the Sudan
The Council of Ministers HQ

MEMORANDUM

TO: National Planning Council
FROM: Council of Ministers

The Cabinet of the Republic of the Sudan met last week. The meeting was chaired by the President and attended by all the senior ministers.

In the meeting they discussed the progress of the previous plan. It appeared that some departments will not be able to achieve their planned targets. Also it appeared that the plan has concentrated on social services and given minor attention to economic development. The country is depending very much on imports and suffering heavily from a worsening balance of payments.

The immediate task for the National Planning Council is to set a new plan for the coming five years, focusing mainly on economic development with some attention to social development.

Enclosures: Minutes of the Council Meeting.

Extracts from the Minutes of the Council Meeting

- The Minister of Industry stated that the industrial sector is going to be unable to meet its planned target because it faced many problems. First, the amount of funds allocated to the sector is very small. Second, the transport sector is failing to meet its commitments. Most of the machinery and equipment are in Port Sudan waiting to be transported to the construction sites.

- The Minister of Agriculture told the Council that the Sudan has large areas which are suitable for agriculture. The Sudan can grow food to satisfy its need as well as that of neighbouring countries.

- The Minister of Transport denied his sector is going to fail to meet its target. If they fail to meet the plan, it will be because of procedural delays in government offices, mainly the Treasury. Most of the sectors did not submit schedules for their transport requirements.

- The Finance Minister stated that the Country's resources are very limited. The World Financing Agencies are imposing difficult conditions on loans. The new plan must be restricted to the projects that meet the necessities and at the same time improve the economy of the country.

Synopsis of the Current Plan (published 1970)Agriculture:

<u>Crop</u>	<u>Planned Area</u> (feddan)	<u>Planned Production</u> (tons)
ground nuts	845,000	401,000
sesame	1,200,000	275,000

The agriculture sector is to adopt modern techniques and new methods of cultivation. It has to raise the productivity by a substantial percentage. Chemical fertilizers and insecticides are to be used.

Industry:

New industrial establishments are to be constructed. Industry is to concentrate on processing agricultural products currently exported as raw material to other countries. Public and private sector capacities are to be utilized efficiently.

Power:

Electricity is to be extended to major towns and industrial areas.

Transport:

Public transport efficiency is to be raised and bottlenecks are to be solved by the end of the plan. The feasibility of new rail lines and built roads is to be investigated.

Education:

The intake of students in all levels of education is to be increased. Efficient methods of teaching are to be maintained in schools. Training is to be planned and based on the requirements of the sectors of the economy.

Health:

Medical services as in 1971 were:

Hospitals	76
Health Centres	56
Dispensaries	535
Dressing Stations	652
Pharmacies	148

The Republic of the Sudan
National Planning Council

MEMORANDUM

TO: Task Force
FROM: Director General

Further to my previous memo, I have received the review of the plan which is attached.

The different sectors responded, this year, very quickly to the review of the plan. Their response resulted in statements justifying each position. These statements are attached for you to use as references.

The task force is required to recommend a list of strategies for the plan in terms of sectors and regions. This list should include alternative views on which region or regions should be emphasised and which sectors should be developed fastest.

Enclosures: The Review of the Plan
Statements from Sectors

A Review of the Previous Five-Year Plan

The economic and social development of the country for the last five years has been outlined by the plan for 1971/72 - 1975/76. In essence the plan did not form major trends and patterns of economic and social development, rather it was a mere compilation of numerous unco-ordinated projects backed by no reliable sources of financing.

The annual economic and social development plans were drawn up only as plans of budgetary revenues and expenditure for the forthcoming year, without identifying the targets to be achieved in economic and social terms. As a result of that attitude there was no proper mechanism to follow up the execution of the previous five-year plan, and that was the feature which characterised the country's economic development during the last five years.

Agriculture

The growth of production has been achieved mainly through the expansion of cultivated areas and the increase in the planned volume of capital expenditure by 12%. For example:

<u>Crop</u>	<u>Planned Area (feddan)</u>	<u>Planned Production (tons)</u>	<u>Actual Area (feddan)</u>	<u>Actual Production (tons)</u>
Ground nuts	845,000	401,000	1,041,000	385,200
Sesame	1,200,000	275,000	1,332,000	200,000

The figures are explained by a failure to achieve the planned increase in productivity in the last five years.

Low productivity was attributable to the violation of rotation periods in the irrigated lands, inadequate utilisation of chemical fertilizers and lack of mechanised sowing. Rainfed cultivation is developed with inferior agricultural techniques. Agricultural production processes lacked mechanisation. The number of tractors per unit of rainfed area is 25% below the number in neighbouring countries.

Livestock development was restricted to inadequate traditional patterns despite improvements in the source of water. In addition veterinary services were poorly organised.

Industry

During the plan period, new enterprises were built and industrial output increased. Nevertheless industrial production is small in relation to national production potential. Industry is engaged mainly in primary processing of agricultural raw materials. Light industry uses imported materials produced by other countries from basic raw materials originally exported from the Sudan.

Due to the lack of a processing industry for indigenous raw materials, and poor co-ordination of imports of certain materials, the existing capacities of public and private sectors are poorly utilised.

Despite favourable geological and economic conditions, indigenous mineral deposits have not been exploited, due to the lack of an effective marketing organisation abroad, and export potential has not been fully realised.

Power

Power development was concentrated mainly in the central region, large towns and provincial centres of trade and industry. Information about development of electrical power all over the country is not available.

Transport

No success was achieved during the five years of the plan. Poor transport facilities limited both the linking of the country's major productive areas and export-import activities. The efficiency of the public sector transport capabilities declined and the failure to implement the capital investments programme hampered the development of the transport system.

Owing to the inefficient utilisation of the money allocated to railway transport, the number of trains did not increase; train speed slowed down; train weight was utilised to only 70%; passenger trains were not available; total traffic capacity was utilised to only 35-40% of capacity. Steamers and airways operate at a loss. No effective steps were taken to improve their operations.

Education

The number of schools at all levels increased as well as the intake of pupils. There are still some shortcomings, i.e. low efficiency of the teaching process at all levels, a high percentage of students who fail to appear to take their examinations, and many more who fail to achieve their certificate. A considerable number of students repeat the course in the same class.

The intake of the higher education institutions has increased. The essential shortcomings in the sphere of higher education are as follows: training of specialists without duly considering the requirements of the sectors of the economy, and a general lack of co-ordination in education planning in terms of relating the type of training to the growth sectors of the economy, and adapting syllabuses to local conditions.

Health

The health services witnessed a remarkable advancement that improved considerably medical services for the population.

	<u>1970</u>	<u>1975</u>
Hospitals	76	93
Health Centres	56	73
Dispensaries	535	605
Dressing Stations	652	1,161
Pharmacies	148	202

The number of doctors per 100 thousand population increased to 7. Medical services to the population are provided mainly by government health institutions.

Statement from the Industrial Sector

We think the previous plan has achieved a reasonable level of food production. The agricultural products are exported to be used as raw materials by other countries. If we turn to processing these products locally, we will be able:

1. To construct new industrial establishments for processing the agricultural products.
2. To produce locally some of the goods needed and save some hard currency and improve the balance of payments.
3. To create some jobs and thus help to solve the unemployment problem.
4. To start a processing industry which will lead the country towards self-sufficiency.

Following from what has been said we propose the dropping of food production as a top priority and instead adopting the processing industry as a top priority of the new plan.

Statement from the Agricultural Sector

Food production was the top priority in the previous plan, but the achievement of the plan is not satisfactory due to unavoidable reasons. The obstacles that hindered the success of the plan are:

1. Required machinery and equipment have not been received in time due to bad transport facilities.
2. Crops did not have the amount of water they need because irrigation constructions were not finished in the planned time.
3. Insects damaged the crops due to lack of insecticides.

If we produce more food, we can export some of it to the Middle Eastern countries, where it is badly needed, and we will be able to earn some hard currency.

Following from what has been said, we suggest that we should maintain food production as a major priority for the new plan.

Statement from the Services Sector

It is good to produce more food and solve the problems of the Middle East, and nice to add to the value of exported raw materials, but we feel that these gains are minor compared to the problems created by the adoption of a single priority - as in the previous plan - and to the concentration of development in one region. For example:

1. The production of food concentrates the development in Gezira/East and neglects the other regions.
2. People tend to move from the high unemployment areas to where they can find work and that will lead to the concentration of population in one region.
3. Illegal living areas (shanty towns) develop around big towns and they will encourage crime.
4. There is a big difference in the standard of living between Gezira/East and the other regions.

For these regions we need a reconsideration of the policy priorities. We suggest that, in the plan, regions of the greatest needs and high unemployment should be considered first; the North East, West/Central West, and the South may be focused on as priority for development.

Statement from the Ministry of Finance

Sudan, like the other underdeveloped countries, suffers from a lack of financial resources, skilled labour, and technical knowledge. The sources of finance available for the country are:

- A. The World Bank.
- B. Machinery producers (suppliers' credit).
- C. The Sudanese Industrial Bank.
- D. Individuals.

Loans given by any of these sources are relatively small and sometimes tied to a certain type of activity, e.g. agriculture, industry or transport. This makes it difficult to promote development in all regions and sectors at the same time. It will be more beneficial if we pushed one, or, at the most, two sectors.

Based on these reasons the Ministry is obliged to set a limited budget for development. The plan can be designed up to a maximum cost of £34 million.

Statement by the Minister of Local Government

The objective of the plan is to implement projects within given constraints and at the same time ensure a balance among the different regions and sectors considered by the plan. Diversification will give us the chance to consider different types of projects in different regions, and we will be able to make use of the economic advantages given by diversification.

Although concentration of development may have some economic advantages, it is not socially desirable. It is important not to implement more than one project in the same location.

The Republic of the Sudan
The Council of Ministers HQ

MEMORANDUM

TO: Director General NPC
FROM: Council of Ministers

The Council of Ministers has considered the crude evaluation of the alternative strategies and it would like the NPC to concentrate its future attention on the following four strategies:

1. Focus development on one of the most needy areas and encourage development which leads to self-sufficiency.
2. Develop as many needy areas as the funds allow and work towards self-sufficiency.
3. Encourage the start of development which creates a base for heavy industry and at the same time leads to the satisfaction of the local market.
4. Continue along the same lines and consolidate the previous plan.

A list of projects received from the ministries is attached and detailed data for evaluating these projects has been requested from the different departments and will reach you in due course.

Please assess the feasibility of these projects and develop more detailed alternatives relating the individual projects to the broad strategies in preparation for detailed evaluation when the data becomes available.

The Republic of the Sudan
National Planning Council

MEMORANDUM

TO: Task Force
FROM: Director General

Please find attached a list of projects proposed by ministries, as requested by the Council for the preparation of the new National Development Plan.

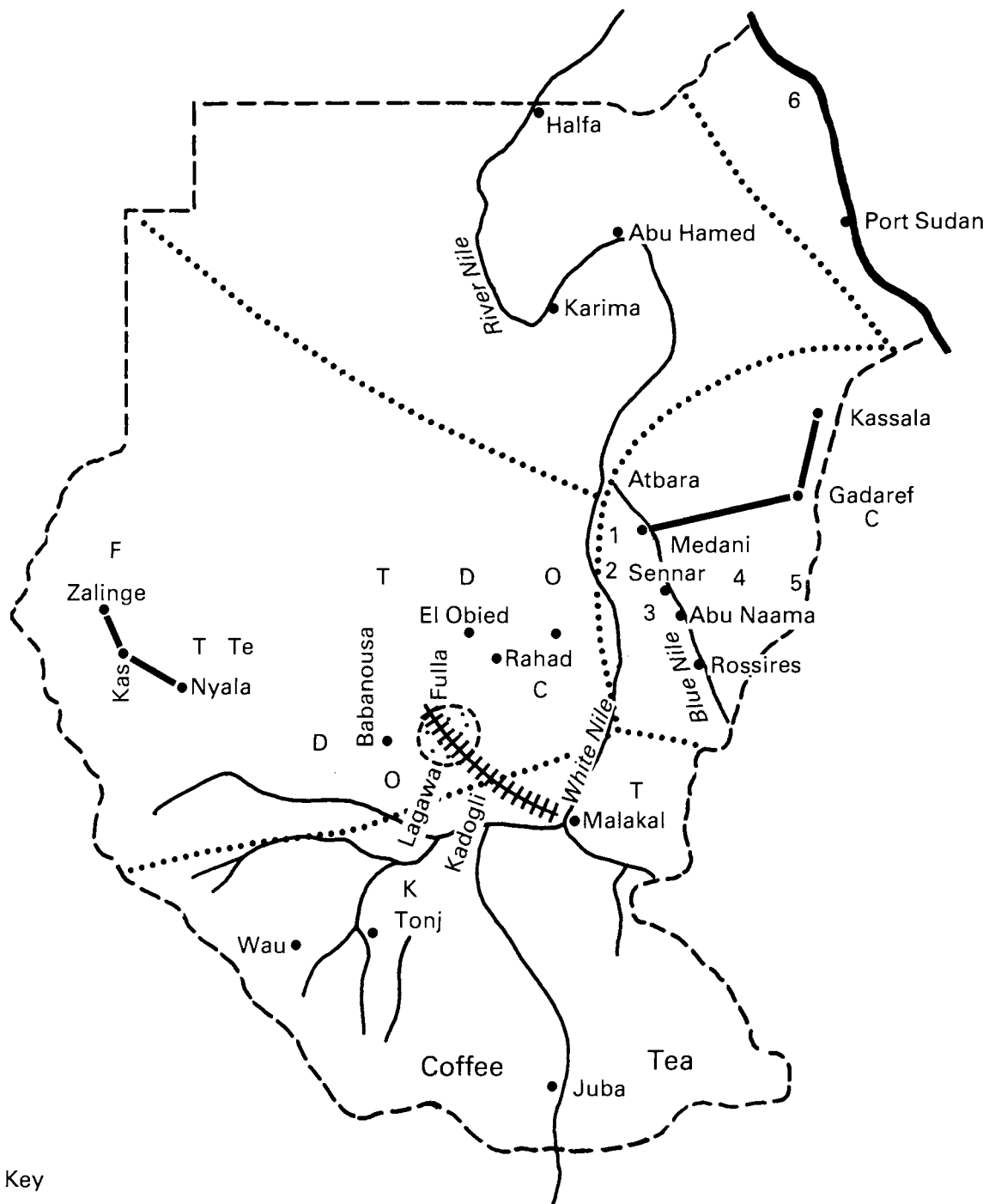
LIST OF PROPOSED PROJECTS

PROJECT	AREA 000 FEDDANS	CONSTRUC- TION PERIOD	USERS OF OUTPUT	
Sugar	: North West Sennar	50	2 years	Local consumption
	Hajar Elasalaya	72	4 "	50% export
	Kinana	300	6 "	Export
Cereals	: Elrahad	300	4 "	Export
	Elgadaref	900 *	2 "	Local consumption
	Habila	500 *	1 year	" "
	Jebel Marra	10	1 "	" "
Vegetables	: Gumeia	10	2 years	" "
Coffee	:	150	2 "	" "
Tea	:	200	2 "	" "
Tanning	: Elobeid		1½ "	30% export
	Nyala		4 years	Export
	Malakal **		3 "	"
Dairies	: Elobeid		2 "	Local consumption
	Babanousa		3 "	" "
Canned Fruits	Kas		3½ "	Export
	Wau		1 year	Local consumption
	Zalinge		1½ years	" "
Textiles	: Kadogli		4 years	" "
	Nyala		2½ "	" "
Oil	: Lagawa		1½ "	" "
	Omrowaba		3 years	50% export
Kenaf Products	: Tonj		2 "	Local consumption
	Habila		5 "	" "
Mining	: Iron		3 "	" "
	Manganese		2 "	" "
Railways	: Fulla-Lagawa-Kadogli-Malakal: about 500km, feasibility study will be ready in a year's time.			
Roads	: Medani-Kassala: 420 km, costing about 14.08 million Sudanese pounds. Nyala-Kas-Zalinge: 228km, costing about 4.5 million pounds.			

* Elgadaref and Habila Schemes depend on rain for irrigation.

** Malakal Tannery is planned to tan skins of reptiles.

Figure 5: Location of Projects



Key

- S 1 North West Sennar
- S 2 Hajar Elasalaya
- S 3 Kinana
- C 4 El Rahad
- C 5 El Gadaref
- V 6 Iron and Managanese

- T Tanning
- Te Textiles
- D Dairies
- C Cereals
- S Sugar
- F Fruits
- O Oils
- K Kenaf

||||| Railway under study

— Planned roads

⊙ Nukri area

The Republic of the Sudan
National Planning Council

MEMORANDUM

TO: Task Force
FROM: Director General

It is our hope and responsibility to lead the country from the state of being under-developed to the developing and then the developed state in the future. This makes us think carefully when we set the economic and social development plans.

The Ministry of Finance has stated clearly that the finance of the new plan depends mainly on loans. The agreements on some of these loans are not finalised yet and others are tied to specific activities.

I would like to remind you that we might run short of finance during the implementation period. Also we might find it necessary to add new projects if the new projects in the transport sector prove successful and are implemented in a reasonable time.

Though our main job is to produce a plan within the current constraints, we should not overlook projects that might be useful in the future.

Please find enclosed detailed data about the projects; you are required to carry out a detailed evaluation for the projects listed. The Task Force is required to submit results of a preliminary evaluation for the projects. Extracts from the minutes of a meeting of the Council of Ministers are attached. You might find these helpful, particularly in identifying which decisions should be taken now and which decisions can be made later after further study.

Detailed Projects Data

Project	Estimated Cost (millions)	No. of Jobs (000)	Capacity (millions)	Usage of output	Transport Facilities	Const. Period
1 N.W.Sennar	23	5	.11 tons	L.C.	Railway + Road	2yrs.
2 H. Elasalaya	23	5	.11 "	50% export	Rail 25km away	4 "
3 Kinana	50	12	.250 "	export	Rail 60km away	6 "
4 Elrahad	12.930	-	2.401 "	"	Railway	4 "
5 Elgadaref	2.984	-	.614 "	L.C.	"	2 "
6 Habila	2.412	-	2.357 "	"	Road	1 "
7 Jebel Marra	.701	-	.441 "	"	Railway 100km away	1 "
8 Gumeia	.415	-	.79 "	"	Road	2 "
9 Coffee	.190	-	.045 "	"	Steamer 150km away	2 "
10 Tea	.120	-	.016 "	"	Steamer 80km away	2 "
11 Elobeid	1.800	.58	.6 piece	30% export	Railway	1½ "
12 Nyala	1.823	.60	1.14 "	export	"	4 "
13 Malakal	.828	.48	.15 "	"	Steamer	3 "
14 Elobeid	.900	.127	.8 tins	L.C.	Railway	2 "
15 Babanousa	1.433	1.09	1.7 "	"	"	3 "
16 Kas	1.028	.705	1 "	export	Railway 98km away	3½ "
17 Wau	1.045	.6	4.667 "	L.C.	Railway	1 "
18 Zalinge	.806	.448	2.5 "	"	30km away	1½ "
19 Kadogli	6	1.4	14 meters	"	Road	4 "
20 Nyala	2.06	1.2	12.5 "	"	Railway	2½ "
21 Lagawa	1.15	1.2	.84 pints	"	Road 105km away	1½ "
22 Omrowaba	1.19	1.238	1.68 "	50% export	Railway	3 "
23 Tonj	1.6	4.5	4.5 sacks	L.C.	"75km away	2 "
24 Habila	6.5	5.8	10 "	"	Road	5 "
25 Iron	4.66	3.307	.25 tons	"	Railway about 200km away	3 "
26 Manganese	.524	.8	-	"	"	2 "
27 Medani-Kassala	14.06	-	-	-	-	4 "
28 Nyala-Zalinge	4.5	-	-	-	-	1½ "

Rail transport is more reliable and economical than steamers due to greater capacities and speeds.

Extracts from the Minutes

- The Minister of Local Government said that, after repeated requests from the provinces in the West/Central West and Southern regions for a decision on the priority of development, it was absolutely imperative that the Council make a clear statement of their priorities and a commitment one way or another on at least a short-term future for each region.
- The Minister of Finance went on to add that if any decisions were to be made about development priorities, the longer term effects of that decision must be taken into consideration and provision made for them.
- The Transport Minister suggested that any decision on transport and related areas must await the results of Fulla-Malakal railway feasibility study and the survey of Nyala-Zalinge and Phase II of Medani-Kassala roads, if they were to be in any way realistic.
- It was moved by the Minister of Irrigation and seconded by the Minister of Industry that the National Planning Council be asked to submit their recommendations for short-term actions making clear the longer term implications and possibilities in the new five-year plan at the next Council meeting. The motion was carried.

The Republic of the Sudan
National Planning Council

MEMORANDUM

TO: Task Force
FROM: Director General

I would like to thank the Task Force for the nice job carried out on the preliminary evaluation of projects. This work will set guidelines for the detailed evaluation.

I have recently received the attached letter from the President's Office. I think we should take these comments very seriously and put a high priority on taking some action to meet the President's request. In order to start this process, please produce a detailed list of areas for consideration and a short description of problems in these areas. You should also make preliminary recommendations on what action could be taken in these areas.

The President's Office have also passed on the attached copy of a petition from tribesmen in the Nukri Area. You should try to include some ideas on the problems they raise in your report which I have requested above.

The Republic of the Sudan
The Presidential Palace

Elsayed D.G. NPC

Dear Sir,

The President has recently returned from the OAU Summit. One of the working sessions at the summit impressed him very much - it concerned the failures of National Planning in African countries over the last two decades.

The President was particularly interested in the criticism of the process for production of Development Plans. A number of delegates made the point that Development Plans concentrate on lists of specific projects and produce estimates of their potential viability. These estimates are frequently proved to be too optimistic due to constraints and problems which have not been considered. Particular mention was made of management inefficiencies, inadequate consideration of infrastructure needs and skilled manpower shortages.

The President has asked me to pass on his concerns to you and hopes that these matters will be addressed in your work on the next Plan.

Sincerely yours,

Senior Officer
Presidency Secretariat

Petition from Nukri Area, Western Region

(Signed by Head of Messeria (nomadic) Tribe, Sheikhs and 200 other Tribesmen).

The most important thing we want is settlement. We are not asking for a change to occur overnight, although the more we keep moving with our animals looking for fodder and running from pests, the more we lose those animals.

The youth are attracted by the development going on in other parts of the country. They left the area looking for easy jobs with a secure future. We are afraid of the loss of our traditions and so our identity.

Our animals are taxed heavily. In return we are having nothing. No fair veterinary services or industrial establishments; instead the animal products are taken to be processed in other regions.

The standard of living in the area is very low compared with the other regions. We think it is time that the area should have some sort of development, at least to compensate the inhabitants for the tax they pay.